

FOREST RESOURCES COMMISSION

Background Papers - Volume 11

Options Workshop Summary
- Salasan Associates Inc and Praxis

Appendix 1: Creston

Appendix 2: Harrison Hot Springs

Appendix 3: 108 Mile House

Appendix 4: Parksville

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Analysis of Public Response to the Option Paper
"The Future of Our Forests"
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**B.C. FOREST
RESOURCES
COMMISSION**

**OPTIONS
WORKSHOP
SUMMARY**

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INTRODUCTION

The seven public workshops held by the Forest Resources Commission in the fall of 1990 were designed to examine the options articulated in the Commission's "Options Paper". Participants in each workshop were invited to review the published option statements, to comment on their suitability, to assess their implications and to suggest "option packages" which could be logically grouped together.

The instructions to participants invited them to prepare and discuss option packages in the same way that the Commission would be doing when a final set of recommendations were being prepared for government. In the course of summarizing the workshop results it became apparent that they could be reported most effectively not in the package format used for workshop discussion but in the form of Option Objectives, Devices and Implications. This format allows for complete recording of comments from the wide variety of participant viewpoints.

By clarifying the difference between objectives and methods an important general insight was derived from the workshops. The change-related objectives inherent in the Options Paper found widespread general acceptance while the devices presented to achieve them were the centre of most of the divergence of opinion. The summary presented here includes the devices presented by the Commission in its Options Paper but also includes numerous suggestions from workshop participants.

The summary is therefore structured to present objectives, devices and implications for each of the eight themes. We also provide two alternative strategic directions which may be considered in the selection of a logical package of the forest resource management objectives and the linkage of these to an overall process of land use and resource management planning.

The Executive Summary presents the writers' estimate of the middle ground objectives and devices which might indicate areas of potential agreement useful to the Commission. The full range of opinion, essential to a complete understanding of the public comment is included in the individual workshop summaries.

EXECUTIVE SUMMARY OF WORKSHOP RESULTS

The results of the seven public workshops held in Parksville, Harrison, Vernon, Creston, 108 Mile House, Prince George and Terrace are summarized in two ways. This executive summary presents a distillation from all seven locations into a statement of "Forest Resource Management Objectives" and "Devices Presented to Achieve the Objectives". The longer summaries included in the body of the report detail the complete record of viewpoints recorded at each workshop location.

1. LAND USE STRATEGY

OBJECTIVES

- There should be a combination of central goal setting and policy formulation combined with involvement and implementation at the local level (a top-down bottom-up approach)
- Priorities should be set for land use which recognize all forest-based resources.
- The use of forest resources should be designed to achieve community economic stability.
- The land use strategy should recognize the full range of forest values not just timber.
- Uses of forest resources should be sustainable on a long term basis.
- The process of establishing land use plans should include development of shared visions and values for the province.

DEVICES

- An "arms length" agency, for example a "Land Use Commission", should be created to coordinate planning at the central and local levels with representation from all ministries with sectoral responsibilities. It should have legislated authority, a secretariat of independent professional staff and the mandate to advise Cabinet on land use goals, plans and issues. It would be responsible for establishing forest

land use zones, setting resource objectives, establishing plans, monitoring, and conflict resolution.

- At the local level there should be a body, for example, a "Community Forest or Renewable Resources Board" which would have community based elected and appointed members and be staffed by a technical secretariat representative of the resource ministries present at the local level.
- Existing ministries responsible for resource sectors should be left in place and should act as advocates for their own sectors.
- Land use zoning should arise from central planning processes with local involvement while integrated resource management should arise from the local level with central involvement.
- There should be an inventory of all forest-based resources prepared to support land use planning.
- Zoning should be based on biogeoclimatic zones and a rationalization of agency boundaries.
- Native land claims must be settled as part of the land use planning process.

2. RESOURCE MANAGEMENT

2.1 TENURE

OBJECTIVES

- Enhanced stewardship of all forest-based resources should be encouraged by the system of tenure.
- The tenure system should be designed to promote community stability.
- The tenure system should promote the integration and sustainability of use for the full range of forest resources.
- Provision should be made for community access to forest tenures.
- Provision should be made for a diversity of tenure size and ownership.

DEVICES

- Bids for forest tenures should be required to demonstrate value-added uses for the full range of forest resources.
- AAC's should be calculated over a smaller land base regardless of the overall size of the tenure.
- There should be a phased shift to a wider range of smaller tenures as renewal or change of ownership occurs with larger tenures.
- The privilege of holding a tenure should be based on audits of management performance over all forest values.
- Most tenures should be area-based and renewable if performance standards are met.
- Sale or transfer of tenures which remove resources from the area of resource dependent communities should be restricted.
- Tenures should be granted to communities for areas where use of forest resources impinge directly on the community: for example in community watersheds, recreation areas and viewsapes.
- Fund local resource boards through a percentage of stumpage revenues.

2.2 FOREST MANAGEMENT

OBJECTIVES

- Forest management should take into consideration the full range of forest values through a process of integrated planning and operations.
- Continuity of investment in planning and silviculture should be ensured.
- There should be sufficient staffing in the responsible resource agencies to ensure adequate levels of field monitoring of management results.

DEVICES

- Note: The devices to achieve forest resource management objectives should be consistent with the devices to achieve land use strategy objectives. In this section the objectives might be served by two contrasting models: one based on structural solutions and the other based upon process solutions. The Commission's options paper tends to present structural solutions which are reflected in the public comment. We are including an alternate model in order to emphasize the strategic choices which face the Commission in this regard.

The Structural Model:

Forest management is divided between a Crown Corporation designed to manage the sale and administration of the timber resource and a full range Forest Resource Ministry designed to provide the integrated planning and stewardship functions. In this model the Crown Corporation uses a proportion of its earnings from stumpage to create stability in silvicultural investment over the business cycle.

The Process Model:

Forest management is conducted by the line ministries and coordinated at the central and local levels by the Forest Resources Commission or a Land Commission which administers a program of integrated planning at the central and local levels. The Commission could administer a Natural Resource Investment Fund designed to provide continuity to silvicultural investment. The Commission would sponsor inter-agency efforts centrally and locally to create integrated resource use plans. Current ministry assignments would remain unchanged.

- Both models are dependent on having sufficient field staff to conduct monitoring and enforcement activity at the local level.
- Public comment at the workshops expressed concern about the development of new layers of bureaucracy.
- Expansion of TSA planning processes to include all resource agencies, local government representatives and public interests could serve either as a transition to a Forest Resource Board structure at the community level or as a process step in the model using a Commission as a planning agency.

2.3 TIMBER HARVEST

OBJECTIVES

- Harvesting practices should be sensitive to site specific ecological requirements and the need to maintain the non-timber values inherent in the forest.
- Harvesting practices must be consistent with resource use practices established in the local area and incorporated in the objectives of a forest land use plan.
- Harvesting practices must reflect the economic requirements of providing planned supplies of particular species, volumes and products responsive to the international marketplace in which British Columbia competes.

DEVICES

- Pre-harvest silvicultural prescriptions should be written and enforced by independent staff of the Ministry of Forests, not by the holders of tenures.
- Field monitoring staff of resource agencies must be increased to adequate levels to look after the public interest in performance equivalent to planned objectives for forest resources.
- Audits of performance should be filed at regular intervals with the body responsible for integrated planning and the public.
- Funds established to even out the swings of stumpage flow during the business cycle should be used to support research and development activity on harvesting systems and their effectiveness in meeting pre-harvest silvicultural prescriptions, reforestation and maintenance of the non-timber forest resources.
- Extend the diversity of harvesting techniques to respond to site specific conditions rather than continue the high dependence on large clear cuts.

2.4 COMMUNITY STABILITY

OBJECTIVES

- Ensure that the system of tenures, forest management, and harvesting practices lead to long term stability of the community economic base.

DEVICES

- Ensure direct involvement of elected community officials and public interest organizations in the structures and processes set up to plan and manage the full range of forest resources.
- Use of forest resources should be regulated to ensure that their conversion to value added products occurs within the general area of the communities from which the forest resources are extracted.
- Transfer or sale of tenures should not be allowed to result in export of the timber derived from a quota that is based in a district supporting a resource dependent community.
- Encourage and facilitate community based tenures, smaller area based tenures and woodlots.
- AAC's should be calculated on a local basis to ensure that harvesting can be conducted continuously within reasonable distance of communities with conversion facilities.
- New tenure allocations should be designed to reflect community needs.
- Communities should be given adequate warning of major changes in corporate plans for closure or alteration of their conversion facilities.

3. PUBLIC INVOLVEMENT

OBJECTIVES

- The public should be involved in forest resource issues early and through a variety of methods selected at the local level for their relevance to the situation.
- A public involvement process should be required at each level of the planning and resource management system.
- Creation of access to information and development of public education strategy should accompany integrated planning at the local level.
- Ensure that all public interests are represented in the planning and management decision-making processes.

DEVICES

- Begin with expansion of public involvement on the TSA and TFL planning committees in order to reflect the full range of forest resource users.
- Make the local forest resource structures responsible for the conduct of public involvement processes using flexible methods tailored to local community circumstances.

4. ECONOMICS

OBJECTIVES

- Optimize the return to the public from the full range of forest resources in order to limit community dependence on single uses of the forest.
- Establish and maintain a balanced mixture of large scale and small scale competitive, world-class forest product manufacturing industries.
- Establish a climate conducive to investment in capital facilities dedicated to highly value-added products.
- Enhance the employment and tax base of resource communities.

DEVICES

- The Forest Resources Commission should develop a forest resources industrial strategy for the province with particular emphasis on identification of market opportunities for small tenure holders.
- Establish a natural resources investment fund as a fixed proportion of forest resource revenues. The funds would be allocated to silvicultural investment, other resource enhancement objectives, research into forest management practices and development of value-added products for export.
- Provide provincial support for cooperative overseas market development supporting both large and small industries.
- Tie community economic development objectives into the industrial strategy.
- Enhanced forest values created by private sector stewardship and investment should accrue to the tenure holder.
- Establish incentives to promote active development of the economic potential of non-timber resources within forest land tenures.

5. EDUCATION

OBJECTIVES

- Develop and support education in the principles of integrated forest resource planning and management at all levels of the education system.
- Develop an informed public, capable of participating effectively in forest resource decision-making processes.
- Ensure an adequate supply of trained forestry practitioners at the technical and professional levels.

DEVICES

- The Forest Resources Commission should establish a program to develop factual and unbiased forest resource educational materials for educators, students and the public.
- Establish within the University of the North a new faculty to train professionals in the integrated management of the full range of forest resources.
- Enhance the interdisciplinary education of foresters and other forest resource managers at the public universities and colleges of the province.
- Train forest workers in methods and practices consistent with sensitive management of the full range of forest resources.

APPENDIX 1

**WORKSHOP
SUMMARY**

for

CRESTON

October 26-28, 1990



CRESTON WORKSHOP

THEME 1 LAND USE STRATEGY

OBJECTIVES

- 1.1 Policy and strategy guidance at the provincial level
- 1.2 Management planning to occur at the lowest local level possible thereby maximizing local involvement and planning outcome control
- 1.3 Provincial framework and guidance with actual planning decentralized
- 1.4 Prioritize land use and determine scale
- 1.5 Combine centralized and decentralized planning and management to account for provincial demographics and the distribution of resources and communities
- 1.6 Utilize local expertise for site-specific decisions and information
- 1.7 Ensure information sharing and cooperation between all levels of regional, provincial, and federal bodies
- 1.8 Reduce conflict between proponents of various sides of land use issues
- 1.9 Land use planning and management mechanisms should provide both stability and vision for the area in question
- 1.10 Develop a Land Use Plan which has the capability for public involvement at all levels.
- 1.11 Devise a method of dispute resolution
- 1.12 Generate better provincial objectives and strategies, leading to more clarity in local deliberations
- 1.13 Ensure clarity in land use discussions

DEVICES

- 1.1 Formation of a group or body which has planning expertise, is accessible, has strong mandate, sets planning priorities, has authority to provide dispute/policy/process resolution
- 1.2 Set mandate and hierarchical structure from local to provincial level to accomplish land and resource planning
- 1.3 Develop an "All Resources Inventory of Forest Lands" and identification of funding sources, map base, and compatibility
- 1.4 Land Use Secretariat established to have control over dispute resolution
- 1.5 Committee such as the now defunct Environment Land Use Committee (ELUC) to deal with dispute resolution
- 1.6 Local groups could provide input to a skilled group which could influence cabinet decisions. The skilled group would not be an elected body, but would still need to be accountable.
- 1.7 A model such as the "trustee model" could be used for decision making. They would be elected at required levels and accountable and accessible to local groups.

- 1.8 To allow local groups to have input into decision making bodies, the local groups should elect representatives establish local zones which consider "local values"
- 1.9 Formulation of a Land Use Body containing Cabinet representatives, Ministry of Forests, Ministry of Environment, Ministry of Parks, and members of a regionally elected body
- 1.10 Set targets and strategies or guidelines provincially, and allow regional decisions on implementation
- 1.11 Determine regional priorities and targets set either on a provincial or regional basis
- 1.12 Combined centralized and decentralized planning that has information and decisions flowing in both directions; the image of spokes on a wheel with information moving freely along the spokes between the centre and periphery and vice versa
- 1.13 Set the majority of planning and management decisions at the provincial level and allow for regional "fine-tuning"
- 1.14 A combination of provincial priorities with locally produced inventories on a variety of land use issues resulting in a diversified planning scheme with both centralized and decentralized control and input
- 1.15 Create formal planning procedures or mechanisms at:
 - Provincial level - goals / targets
 - Regional level - plans, refinement of goals
 - Local plans - community based
- 1.16 Create a provincial Land Use Commission to seek public advice and to make recommendations to government
- 1.17 Dispute resolution could be the responsibility of an independent Ombudsperson or elected Cabinet officials
- 1.18 Provincial objectives for economy, environment and social values could be the basis for Land Use Plans

IMPLICATIONS and COMMENTS

- areas have not been well inventoried or zoned
- centralization allows a "starting point"
- decentralization may be subject to strong community biases currently have an inter-ministry committee (deputy-minister level) which may avoid the necessity of establishing new committees
- how far does decentralization go?
- how are decisions going to be made?
- how is "user-group" defined?
- how would a body such as a "Land Use Committee" be regulated in aspects such as accountability and accessibility. Must also determine how this body would be constituted.

- at the local level who will make decisions and how will these decisions be made?
- local values must be considered
- decentralization would remove the planning results from political influence
- it is increasingly difficult to know who is accountable with greater levels of decentralization
- emphasize and support the recognition of opportunities for local communities (towns, cities, regional districts, improvement districts, etc.) to gain tenure licences
- tenure system which will reflect the emphasis upon implementation of agreements reached in integrated planning through more frequent monitoring of forest management activities
- the "Land Use Body" model may complicate decision making
- if small local communities have autonomous decision-making power there is a need for a system of "checks and balances"
- the diversity of ecosystems and landscape necessitate complexities to be dealt with at the centralized level in the development of Land Use Strategy
- often the local focus is too narrow; there is a lack of knowledge about provincial priorities; and local people often can not commit the time and energy demanded if they are only able to volunteer to the Strategy
- currently there is very poor coordination across provincial and provincial/federal government agencies. This is a big problem since issues are not confined by jurisdiction or scale.
- if priorities/targets are set on the provincial basis different users could experience significantly different rules from one area to the next

THEME 2 FOREST RESOURCE MANAGEMENT: TENURE SYSTEM

OBJECTIVES

- 2.1 Emphasize and support the recognition of opportunities for local communities to gain access to tenure
- 2.2 Tenure system which encourages consideration of a wide array of values and enhances stewardship.
- 2.3 A diversity and flexibility of tenure sizes to allow a full range of options

DEVICES

- 2.1 Increase staffing for resource management agencies (ministries) and field staff to enable ministries involved in integrated management planning to assign priority to monitoring of forest management activities.
- 2.2 Completion of forest inventories to allow recognition of surplus timber thereby enabling small area-based tenures to be assigned

- 2.3 Ensure a public involvement mechanism is identified and included in tenure assignment
- 2.4 Change act linking resource management ministries vertically and horizontally with shared decision making and equal status
- 2.5 As opportunities in current status arise tenure can be rolled over to the communities in smaller parcels if appropriate (perhaps by allocating a percentage to the community)
- 2.6 Gradual conversions in tenure will allow for greater diversity in tenure size
- 2.7 Shift to small woodlot licences should occur as opportunity arises rather than through disincentives to good large tract management
- 2.8 Explicit in the tenure agreement should be the statement that the forest companies must hire people to manage for other values (such as wildlife)
- 2.9 Provide area based tenures to give the positive message to industry that stewardship and pride is encouraged and rewarded. Incentives may be required to ensure integrated resource management is considered and that harvesting is done with foresight.
- 2.10 Forest Management Agreements must be very strict to guarantee the quality of forests and forestry practices
- 2.11 Accountability must accompany the privilege of holding area-based tenures. Accountability is also required for meaningful performance assessments and audits. These audits should also be for "good corporate citizens". These assessments may be done by the Forest Service. Audits should consider values other than just timber management.
- 2.12 Control the latitude given to industry to sell or transfer tenure licences
- 2.13 Increase the specificity of licence documents to ensure common understanding of the contents and meaning within the document
- 2.14 Licence agreements should reflect the goals of Integrated Resource Management
- 2.15 Revamp the Forest Act to allow for flexibility of tenure
- 2.16 Government must commit to increase their capacity to help in the implementation of goals through methods such as monitoring and planning
- 2.17 Create a provision which states that resources can not be "locked up"
- 2.18 Regional input or decision making needed for issues of allocation of tenure
- 2.19 Wood should be made available to communities and small business as it becomes available within the system

IMPLICATIONS and COMMENTS

- total conversion to smaller tenures may have a negative effect on community stability
- there is little incentive to manage intensively if licences are not renewed or perceived as secure
- smaller woodlots cannot balance bad wood with good wood and therefore tend to increase instability for processors

- currently there is a monopoly in processing which must be addressed (for example, woodlots do not currently have processing rights)
- currently companies are not managing forests for any values other than timber
- there is currently a concentration of tenure holders which limits the opportunity for alternatives
- industry sale/transfer of tenure licences may effect community stability
- currently there is little flexibility of tenure (for example there are limits on woodlot size, regardless of objectives and location)
- the rapid conversion of current tenure to small area-based agreements would result in considerable legal problems
- area-based tenure systems give a better sense of "ownership" locally than volume-based systems
- corporate expansion and irresponsibility may be seen as the result of B.C. citizens not holding corporations accountable
- foreign ownership must be addressed
- the Ministry of Forests does not have the economic support to implement enforcement
- the economic consequences are politically unpalatable
- managers have to clarify the ramifications of using different tenures and their applications on management of resources

THEME 3 FOREST RESOURCE MANAGEMENT: FOREST MANAGEMENT

OBJECTIVES

- 3.1 Ensure that forest management encapsulates all values inherent within the forest (integrated resource management)
- 3.2 Ensure continuity of funding for silviculture and planning
- 3.3 Allow for public access and input to management plans
- 3.4 Management system to be established to ensure greater stability of funding for programs.
- 3.5 Ensure accountability at various levels of forest management
- 3.6 Ensure that all forest values are considered by having a Renewable Resource Ministry
- 3.7 Reduce interagency conflicts

DEVICES

- 3.1 Create a new Forest Resources Act which will encourage all ministries connected to forests and forest values to work together
- 3.2 Make fundamental changes in the Ministry of Forests which will encourage

- management for the full value of the forest (a new FRA may be too superficial)
- 3.3 Create an independent Crown Corporation to allow separation from the "doer and auditor" roles of forestry officials
 - 3.4 Create a small business within the Ministry of Forests to allow for separation of auditor from policy planner while allowing for cooperation within the Ministry and increasing awareness of issues relating to both.
 - 3.5 Tie forestry Acts to Acts from other ministries.
 - 3.6 Increase staff levels so that Acts can be effectively implemented
 - 3.7 Provide long term support and funding for forest resource management
 - 3.8 Legislation which ensures that all resource management ministries are linked and mandates both participation and shared decision making with equal status (perhaps attempt to reach consensus)
 - 3.9 Aspects of forestry should be run as a business (for example: marketing strategies)
 - 3.10 Conduct audits of agencies, offices and managers to guarantee accountability.
 - 3.11 Encourage cooperation between all government agencies related to issues of natural resource management.
 - 3.12 Public input to define government responsibilities.
 - 3.13 Government agencies should change their approach to more of a "business plan" type of modelling to increase effectiveness.
 - 3.14 Formation of a Crown Corporation to apply to the business aspect of the forest industry.
 - 3.15 Return of Forest Management revenues to forestry to increase the stability of funding.
 - 3.16 Need informed enforcement of regulations and standards.
 - 3.17 Restructure the current management systems to increase efficiency
 - 3.18 Create a ministry for renewable resources which is properly funded, and with checks built in to ensure fair public decision processes are not co-opted.
 - 3.19 Increase the capability of government agencies such as the Forest Service for policing and auditing, separate from the planning function.
 - 3.20 Integrate the mandates of resource Ministries at the provincial (legislation/policy) level.

IMPLICATIONS and COMMENTS

- currently programs such as the Small Business Program are audited from the outside
- the formation of a Crown Corporation separate from the Ministry of Forests would separate functions and decrease cooperation between these bodies
- creation of new bureaucracies will increase inefficiency
- would a new Forest Resources Act mean adjusting other ministry Acts?
- will public access be decreased if a Crown Corporation is created?

- due to links between funding, staffing and planning the separation of forest resource planning, silviculture and field operations would be detrimental
- there are significant concerns with the establishment of a Crown Corporation:
 - a. would be driven by economics rather than other priorities
 - b. increase in bureaucracy (there is already a power struggle between the Ministry of Environment and the Ministry of Forests. Another party may increase this struggle and decrease efficiency)
 - c. no guarantee that a Crown Corporation would put money back into the industry
 - d. current government audits do not serve users and public
 - e. government has too wide a licence in decision-making
 - f. currently there is a fractured nature of administration of forest management policy and procedures which limits effectiveness and efficiency.
 - g. terms such as "stewardship"; "Crown Corporation"; and "resource management for other values" need clarification so that people are communicating about similar concepts
 - h. good and unbiased forest management would increase the credibility of policing and auditing functions.
 - i. auditing management is costly, but efficiencies in a combined agency would off-set this.

THEME 4 FOREST RESOURCE MANAGEMENT: TIMBER HARVESTING

OBJECTIVES

- 4.1 Planning and implementation of harvesting practices on all forested lands must be more sensitive to local needs, desires, social preferences, ecological parameters, plan definition, aesthetics, critical habitats and watersheds.
- 4.2 Ensure appropriateness of harvesting methods selected, soil conservation practices, necessity of harvesting methods applied, block size and shape and relation to other harvesting in the area.
- 4.3 Establish a level of regulation of timber harvesting on private lands
- 4.4 Identify the means to "fix mistakes" (reactive measures)
- 4.5 Identify the links between the prescription for the harvest area, the openings, the practice as carried out and the follow-up to ensure accountability at a variety of levels; to identify liabilities and responsibilities.
- 4.6 Harvesting plans which consider ecological, public and economic/market sensitivity

DEVICES

- 4.1 Increase monitoring of field activities
- 4.2 Enforce existing regulations and implementation of management plans

- penalties to operator for not meeting prescriptions
- operators present "bonds" to guarantee quality control
- 4.3 Increase enforcement staffing to allow them to realize their obligations and mandates.
- 4.4 Financial penalties for site degradation
- 4.5 Formulate and upgrade legislation which will guarantee proper implementation of policy and management plans (perhaps allowing a recourse with court action if plans are poorly carried out)
- 4.6 Establish an effective auditing procedure
- 4.7 Site-specific decisions which are linked to zoning and/or land use planning
- 4.8 Harvesting methods should consider market implications/timber
- 4.9 Ecological considerations should have priority, followed by social/economic concerns when harvesting decisions are made.
- 4.10 Formulation of a Forest Practices Act or Guidelines
- 4.11 Continuing education should be required for forest workers to ensure implementation of sensitive harvesting practices.
- 4.12 Local input is necessary to point out special needs and/or competing needs
- 4.13 There should be a shift from the formulation of an overall "land use strategy" to "site specific needs"
- 4.14 Land use policies should be tied in to timber harvesting
- 4.15 Harvesting methods should address the concepts of maximizing "value-added" to products.

IMPLICATIONS and COMMENTS

- it is unacceptable to merely state that decisions must be based on a "site by site review". Current plans may be seen as being formulated in this manner.
- reactive measures are needed (What happens when things go wrong? Who pays? How is liability and accountability determined?)
- there are currently measures in place to ensure plans are followed. However, these measures are not always implemented.
- penalties must be substantial. They must be greater than the benefits of poor harvesting techniques.
- current enforcement of legislation is very uneven and unstable.
- how much of an area should be audited? Is the current 10% enough; should entire areas be audited?
- focus should be on proactive rather than on reactive measures.
- the system does not recognize the cost of equipment needed to do the appropriate job on the site
- financial incentives which would encourage enhanced management practices
- exports to Japan can increase economic pressure on the consideration of harvest sensitivity issues

- industry currently claims to be trying to implement more sensitive measures and management issues
- technological considerations are often seen as being economically infeasible
- must make a serious attempt to develop selective methods as a viable alternative in suitable areas
- there would be short-term costs to industry in development and the execution of 'new' ecologically sensitive methods.
- good forest management is good long-term economics - and this is difficult to quantify
- new systems may reduce the level of harvest in the province and the quality of timber

THEME 5 FOREST RESOURCE MANAGEMENT: COMMUNITY STABILITY

OBJECTIVES

- 5.1 Guarantee the long-term stability of communities through all aspects of forest management; education; local planning initiatives; tenure options; public involvement
- 5.2 Increase public input (although not necessarily CONTROL)
- 5.3 Establish a mechanism by which communities share responsibilities with good corporate citizens.

DEVICES

- 5.1 Place conditions/ restrictions on log flows. Base the movement of wood on conditions.
- 5.2 Companies would increase community control by discussing major changes such as "shut-downs" before they occur rather than as a surprise. Companies should also hold (private) discussions with government to address options before situations require harsh measures such as lay-offs or shut-downs
- 5.3 Quotas which are up for sale locally should stay in the local area
- 5.4 Increase community decision making about the fate of local timber
- 5.5 The sale of facilities by owners of mills should be able to include the harvesting or tenure rights with imposed limitations
- 5.6 Wood volumes would be tied to districts (or other as appropriate) though there would be trading of volumes between districts to ensure appropriate utilization and recovery was possible. For example, if a mill is shut down the wood could not flow to another district but would be retained and reserved for a new local enterprise.
- 5.7 TSA rollover documents should include direction of wood supply to communities (districts or other designations)
- 5.8 No restrictions should be placed on the flow of wood.
- 5.9 Retain a percentage of stumpage revenue within the communities.

- 5.10 The local population should have the opportunity to influence decisions and benefit from employment
- 5.11 Limits should be placed on forestry companies pulling or transferring area based tenures.
- 5.12 Local people should have the opportunity for regional management of surrounding forests.
- 5.13 Examine case studies to possibly adapt for appropriate management (for example: Cowichan Municipal Forest; Golden woodlots).
- 5.14 Local communities could set up advisory panels to address the need for expertise.
- 5.15 Community visions (regional/municipal) could be established and communicated to ensure that the activities surrounding the area consider the fate/desires of the community.
- 5.16 Decisions on facility viability and locations should be made with greater community input and involvement.
- 5.17 Link facilities to local wood supply, wherever possible.
- 5.18 Increased secure local employment would lead to greater community stability.

IMPLICATIONS and COMMENTS

- log flow restrictions could be negative by limiting free enterprise
- the separation of mills from timber may lead to problems with community stability.
- it is not necessarily the most effective economic decision to limit or regulate the sale of wood
- how can the definition of community be determined?
- if communities retained a portion of the stumpage revenue who would collect the money and determine how it is to be spent? In addition, it may open the community to being perceived as having been "bought"
- stumpage revenue may be a useful tool for communities
- uncompetetive bankrupt mills will not enhance community stability
- wood has to be available for inter-region movement depending on processing faculties and biodiversity. The free movement of wood will facilitate efficient use of the timber supply (especially for specialization).
- small business enterprises and small tenures can be useful education forest management tools.
- if community tenure is required it may result in a fragmented industry and an unwieldy economy
- there is a conflict between macro-economic principles and local stability issues
- communities have lacked an understanding of degree and the extent of management responsibilities. Communities do not actually want total responsibility. What they do want is a guarantee of their own existence.
- the transfer of quota and the flow of wood facilitates good corporate citizenship.

- capability driving capacity implies that the environment will come ahead of economics, and this could lead to reduced employment levels and less efficient operations

THEME 6 PUBLIC INVOLVEMENT

OBJECTIVES

- 6.1 Promote involvement for all interested members of the public. Facilitate local input for planning and management decisions.
- 6.2 Commitment to transfer power and accountability to local participants
- 6.3 Promote information sharing and promote multilateral education to broaden perspectives on forestry and land use issues.
- 6.4 Facilitate an exchange of views, concerns and expertise.
- 6.5 Public involvement should occur at the development phase of any plan.
- 6.6 Public involvement mechanisms must be flexible to meet local needs such as issues, geographic scope, management.

DEVICES

- 6.1 TSA committees should have mandates which evolve toward subcommittees of the integrated planning body. Public involvement in integrated planning and products of integrated planning would provide input and guidance to the TSA planning function. All interested sectors of the public should be involved.
- 6.2 Public participation should be available for all members of the public and not limited to "user groups"
- 6.3 A commitment by government to adopt an integrated planning initiative
- 6.4 Provincial determined guidelines or a framework for the development of regional boards (perhaps via small task force groups)
- 6.5 Design public involvement input vehicles to ensure balanced consensus inputs to guide decisions
- 6.6 Establishment of a Land Use Secretariat as mentioned in Section 1 to encourage public involvement with land use issues
- 6.7 Expand representation on TSA committees
- 6.8 Decisions should not be driven by the cabinet or locally but governed by principles determined in Land Use Strategies
- 6.9 Processes must be run by trained personnel
- 6.10 Develop a universal criteria which can be applied for public involvement strategies
- 6.11 Groups may have elected representatives on the TSA committees
- 6.12 People involved in decision making have to be accountable at all levels.
- 6.13 Committees should be limited to local representation
- 6.14 Committees may want to include people with observer status for coverage of special committee areas.

- 6.15 Fiscal responsibility must accompany policy/planning changes. Short term changes of plan should be cabinet level decisions. There needs to be a vehicle to forward the dilemma from public to cabinet.
- 6.16 The position for TSA coordinator has to be a facilitator to make meetings effective and efficient. There needs to be a stipend for this person so that they may more fully devote themselves to this position.
- 6.17 Public involvement mechanisms should be formally structured in a manageable way
- 6.18 Agencies would need to develop basic data and interpretation in advance for use by the public.

IMPLICATIONS and COMMENTS

- regional boards would create another bureaucracy
- organization and implementation of regional forest management boards or committees may be difficult to organize and may increase bureaucracy
- what are the limits to public involvement?
- TSA committees may be too limited as a framework for public involvement with forest issues not directly pertaining to timber
- power and accountability at the local level may motivate people to participate
- consensus can be difficult to reach and very time consuming. Other methods which ensure equal power and decision-sharing may be appropriate
- patience is key
- effective involvement would minimize conflict
- the "old-style" program of a resource board is not an effective public involvement vehicle
- how can public feedback be received without excess red tape and bureaucracy?
- "recognized interest groups" should include all users
- is a community resource board an alternative to fill a real gap or to fix and ailing structure?
- issues of "structure" boards and participation vehicles hinge the effectiveness of who/what is in charge
- most plans have a four year time lag (ongoing) and are therefore out of date by the implementation phase
- the "order-in-council over-ride" and "over-localization" statements within the TSA format are of concern
- Ministry of Forests is making their Public Involvement program ineffective by asking for too much input or intervention from public in processes at too late a stage
- TSA committees need to agree on ethics and common objectives, and need a mechanism for dispute resolution
- the success of the TSA committees will be dependant on the members and their

- availability for commitment (time, money, awareness, education)
- industry workers who know nothing about forestry processes and public involvement processes are concerning and may inhibit their effectiveness
- are employees licensees or are they able to be members of committees and take part in public interest groups?
- government must budget for good public involvement and planning processes.

THEME 7 ECONOMICS

OBJECTIVES

- 7.1 Enhance diversification of timber products
- 7.2 Forests should add value to local communities and provide economic development
- 7.3 Community based forest development should occur with the community benefitting from successful management and bearing costs of activities
- 7.4 Regulate logging on private lands
- 7.5 Value-added should be maximized. This should include managing the forest for the best economic returns (not only timber issues)
- 7.6 Economic analysis of use options must remain a consideration rather than decisions based on social criteria alone. However, recognize that economic comparisons are imperfect.

DEVICES

- 7.1 User fees are appropriate when Crown resources are reserved for the use of a few of consumption occurs. Passive or non-consumptive users especially citizens should not be levied user fees.
- 7.2 No additional harvesting rights are to be allocated except under S.B.F.E.P. and outstanding pulpwood agreements.
- 7.3 Competition for wood resources may enhance diversification
- 7.4 Local resource management is possible with in regional/provincial guidelines/ objectives and area-based community forests
- 7.5 Community forests should be supported. Stumpage may or may not be collected on a community level.
- 7.6 A viable industry is crucial for community economic stability.
- 7.7 There should be some cost to individual users who benefit from Crown resources at the expense of the "public purse"
- 7.8 The log market should remain competitive.
- 7.9 Timber volumes created via industry investment should be available entirely to that industry.
- 7.10 Wood supply must be available to small businesses.

IMPLICATIONS and COMMENTS

- community collection of stumpage should be studied before implementation is considered (communities such as 100 Mile House which are collecting stumpage may be considered "test-cases")
- currently very difficult to gain a woodlot licence
- many forest values are not normally 'valued' in economic terms, but must be factored into the economic equation for land use decision making
- user fees should not be an accounting exercise to justify land use trade-offs, and in such application must be weighed with social and ecological values and impacts.
- if we do not continue to diversify, the long term economic stability could be effected.

THEME 8 EDUCATION**OBJECTIVES**

- 8.1 Increase education to examine all forest values
- 8.2 Expand continuous education to forestry workers and facilitate the distribution of information to workers.
- 8.3 Education of foresters should encourage skills beyond timber management such as planning and communication.
- 8.4 Encourage and facilitate public education about resource management and the ramifications of choice.

DEVICES

- 8.1 Stress natural resource management (and values of forests beyond timber)
- 8.2 Possibility of establishing northern centre where 2 years of a 4 year forestry program can be studied
- 8.3 Increase funding to educational institutes
- 8.3 Expand curricula to include ethics and values
- 8.4 Realize the opportunity education supplies for allowing regional diversification
- 8.5 Increase research and development
- 8.6 Training of forest workers should be continuous (certification may or may not be required). The focus should reflect safety, integrated management objectives, local integrated plans, products, and ministry objectives. This is vital for implementers of resource management plans. If certification is not required incentives may be necessary for ongoing training.
- 8.7 Study of other models of forestry training to provide options to the current methods
- 8.8 A natural resource program at University of the North would enhance regional

- development and research advancement on B.C. Interior resource management.
- 8.9 The division of the forester/technologist responsibilities must be based on appropriate knowledge and ability.
 - 8.10 There must be a provision for foresters and technicians to receive continuing education and training in humanities.
 - 8.11 Major changes in curricula and teacher education.
 - 8.12 The presentation of information should be value-neutral.
 - 8.13 The budgets for continuing education and community colleges should be improved.
 - 8.14 Enhance the UBC forestry curriculum to reflect contemporary public views on resource management.
 - 8.14 Establish greater integration between technical diplomas and university credit requirements.
 - 8.15 Increase the access to forestry technical training and associated professional degrees in community college systems.
 - 8.16 Public education and public school education should be enhanced with balanced, factual information about natural resource management.
 - 8.17 Certification of forest workers should be tied to jobs where there is a specific standard required.

IMPLICATIONS and COMMENTS

- there may currently be ample training for technicians
- forest education diversification may require a third faculty
- larger universities may be more appropriate by providing exposure to a variety of subjects and areas and greater resources
- if other subjects such as ethics are taught in forestry courses the technical focus will decline. Technical programs should not be confused with degree programs.
- there needs to be a greater number of generalists and specialists
- without certification of forest workers it is difficult to verify training
- although there is information currently available, very little of it is reaching the forest worker
- education of the public is very important vis a vis the growing influence of urban dwellers in decisions which affect rural B.C.
- increased cost to government if there is increased education. Costs will possibly increase for industry as well.

NOTES TO THE COMMISSION

- exclusion of the point of view of the rejection of a consumer society severely limited the Options Paper
- language within the documents are biased against non-timber use; for example, alienation... "lockup" when referring to land which is assigned to parks
- some terms need defining; for example "user groups"; "regional"; "community" . In addition, some terms were very technical and alienating to general public.
- the process should have permitted the participants to be involved in setting structure
- the agenda did not discuss "tribal land"
- an editor which understands people in local areas or forest workers may prevent these problems within the document
- the list of options provided under the "*Timber Harvesting*" section is oversimplified
 - would like a discussion of the Forest Practices Act
 - legislated strict enforcement
 - discussion of uneven age management
- options which were presented in the "*Economic*" section did not provide clear choices. The section was inadequate.
- nothing in the Options Paper meets the broader definition of the forest (beyond timber values)
- the Commission should avoid general statements about user fees.
- FRC and the document should address the central issue of employment in more specific terms such as continued technological change

APPENDIX 2

**WORKSHOP
SUMMARY**

for

**HARRISON
HOT SPRINGS**

October 26-28, 1990



HARRISON HOT SPRINGS WORKSHOP

THEME 1 LAND USE STRATEGY

OBJECTIVES

- 1.1 Develop a land-use strategy which incorporates a "top-down/bottom-up" planning process
- 1.2 Establish an inventory of all forestry resources
- 1.3 Determine provincial resource targets
- 1.4 Adopt a "best-use" policy for the use of provincial lands
- 1.5 The land-use strategy should be flexible
- 1.6 Develop a means to take cultural change into account
- 1.7 Establish broad provincial objectives
- 1.8 Develop an integrated provincial map that defines uses of the land
- 1.9 The Land-use Strategy should be developed in the context of overall conservation strategies
- 1.10 Develop sustainable development goals
- 1.11 Create a vision for B.C. recognizing that forest products industry is crucial to the B.C. economy; recreation and tourism have a growing potential; biodiversity must be maintained at appropriate levels; enhanced stewardship will allow society to support all resource values

DEVICES

- 1.1 Develop a planning process which incorporates regular land-use committees, a Provincial Land Use Commission, a Cabinet committee responsible for land-use, determination of resource targets and zoning of forest lands
- 1.2 Possible bodies to develop a land use strategy include the Forestry Commission or the B.C. Round Table
- 1.3 Establish zones of forest lands which are based on social use and land capability
- 1.4 Must recognize the need to remain competitive in a world market
- 1.5 Develop a method to ensure compliance with the land-use regulations
- 1.6 Appeals should be conducted through an administrative tribunal with the courts as a last resort rather than through Cabinet, where political expediency may sway decision making
- 1.7 To ensure ongoing appropriateness of the Land Use Plan periodic reviews must be undertaken
- 1.8 Ensure careful integration of uses of watersheds, parks and wilderness areas

- 1.9 The Provincial Land Use Commission must have legislated authority; political independence; have a broad base which accurately represents the geographical and regional diversity of B.C. In addition the Commission must be publicly accountable.
- 1.10 The Commission will operate as a policy development and approval body which establishes and monitors objectives. The Commission will report directly to Cabinet or a Cabinet committee.
- 1.11 Develop a "provincial map" which is based on primary uses of land in B.C. This map will be subject to approval by the Provincial Land Use Commission.
- 1.12 Membership on the Commission will include members which represent: unions, industry; universities; native groups; environmental groups; fish and wildlife utilities; mines; lands; agriculture; UBCM; transport and highways.
- 1.13 Regional organizations will develop regional objectives based on regional plans. They will establish common boundaries between different administrative units. The regional structure could be the responsibility of regional districts.
- 1.14 Local level organization could be made of Local Advisory Committees which develop policy, planning and are responsible for communication with the community. The committee will develop and monitor local resource use plans, but will not have management functions. Membership will be made of various sectors of the community.
- 1.15 Implementation/management/audits must be based on the principle of continuity
- 1.16 Clear up conflicting administrative jurisdictions
- 1.17 Methods for coordinating inventory data must be used
- 1.18 Establish modelling for consensus building and decision-making (GIS).
- 1.19 Determine an appropriate allocation of uses and for each use determine management goals and objectives.
- 1.20 Possible existing boards (such as the Provincial Round Table on the Environment and Economy) could operate as a land use body.

IMPLICATIONS and COMMENTS

- the development of the forests cannot be delayed until the inventory is completed
- can/should the provincial resource targets be established before forest lands are zoned?
- local committees must establish clear roles and relationships with the regional body.

THEME 2 FOREST RESOURCE MANAGEMENT: TENURE SYSTEM

OBJECTIVES

- 2.1 Develop and encourage a system which encourages good management of all resources of forest land.
- 2.2 Structure the tenure system to meet market demands for timber.
- 2.3 Maintain community stability.
- 2.4 New systems should include predicted population growth when developing a strategy.
- 2.5 Develop a tenure system which is affordable, allows continuity and provides incentives to good management similar to those provided by private property.
- 2.6 Create real incentives for effective silviculture.

DEVICES

- 2.1 Base the tenure system on area rather than volume
- 2.2 Expand TFL's if the mandate of companies holding the license is expanded to include management, not just protection, of all resources within the forests.
- 2.3 Expand the responsibilities and expectations attached to tenure licenses but do not expand the size of holdings.
- 2.4 The firm holding the area based contracts should also be responsible for managing all resources in the area.
- 2.5 Convert some larger tenure holdings to more smaller area based tenure agreements while retaining some of the larger operations.
- 2.6 Encourage diversity of tenure size.
- 2.7 Reward good forest management and have effective punitive measures for improper forest practices.
- 2.8 Issues surrounding native bands which wish to obtain woodlot licenses are complex. Since native bands do not own their land base, the province cannot enforce the land management practises required for a woodlot license. The federal government is currently drafting an agreement for proposal to the provincial government in which the province would accept a commitment to forest management made by the native band to the federal government as meeting the standards for a woodlot license. It is expected that a separate category of license would have to be developed and monitoring arrangements must be worked out.
- 2.9 New tenures should be created through planning the allocation of increased production and taking advantage of dislocation which results from market changes.
- 2.10 Increase support for community forests such as Cowichan and Ontario examples. Develop pilot community forests in one or more areas.
- 2.11 Community forest programs could be linked with woodlots and the Small Business Program.

- 2.12 "Watershed licenses" may be a vehicle for community-based forestry tenures.
- 2.13 Manage TSA by objectives not constraints.
- 2.14 Protect the resource base.
- 2.15 Compensation must be relative to change in re-allocation.

IMPLICATIONS and COMMENTS

- there is probably more fibre return in diverse ownership and more equitable distribution of resources
- the problem with TFLs may be one of public perception
- TFLs have never achieved their original objectives because government reward and enforcement systems were inadequate
- tenures which are designed to accommodate timber age/class distributions would be perpetuating age/class skews - "managing what we have rather than for what we want". However, age/class skews might provide opportunities in the long term.
- industry will abide by society's decisions, especially if existing contracts are respected.
- a relationship may exist between community forests and watershed units
- community forests should follow provincial guidelines
- smaller areas have less flexibility

THEME 3 FOREST RESOURCE MANAGEMENT: FOREST MANAGEMENT

OBJECTIVES

- 3.1 Forest management should provide stability, incentives for good management and disincentives for bad management.
- 3.2 All planning should be for the long term, and targets for short terms.
- 3.3 Develop a business plan (industrial strategy) for the province and a companion land use strategy.
- 3.4 Identify where we want to be relative to our visions (perhaps based on a ten year time frame).

DEVICES

- 3.1 Establish a Ministry of Renewable Resources to oversee renewable resources only.
- 3.2 Include Parks in the Ministry of Renewable Resources due to the possibility of shifting park boundaries in the future.
- 3.3 Develop a new Forest Resources Act.

- 3.4 Establish a Crown Corporation or a corporation within the Ministry of Renewable Natural Resources to enforce standards and to provide an "arm's length" relationship between government and industry. The corporations mandate would possibly include other resource values along with forestry.
- 3.5 Innovative use of the tax system could encourage intensive management (silviculture)
- 3.6 Provide secure funding.
- 3.7 Forest management goals can be achieved if policies are consistent with timber area supply management requirements.
- 3.8 Examine existing structures to see if adjustments can be made to allow visions to be achieved.
- 3.9 Management goals should work to minimize disruption.
- 3.10 An understanding of global markets and reasonable market shares for the province are essential.
- 3.11 Smaller forest companies must seek out market niches.

IMPLICATIONS and COMMENTS

- the Ministry of Renewable Natural Resources should specifically exclude non-renewable resources to keep the ministry at a manageable size and the management problems of non-renewable resources are quite different from those of renewable resources.
- the establishment of a corporation would be attractive to American investors who currently will not invest in intensive silviculture in B.C. because of the tenure system.
- an independent Crown Corporation may indirectly create a log market, be expensive and inefficient.
- best management is on private land
- good thinning methods are needed to improve and maintain supply
- mill capacity is currently out of balance
- public must understand the cost associated with economic disruption
- foreign capital is acceptable but foreign control is not
- should management only occur on timber land or should other lands such as wilderness and parks also be managed?

THEME 4 FOREST RESOURCE MANAGEMENT: TIMBER HARVESTING

OBJECTIVES

- 4.1 Increased ecological sensitivity
- 4.2 Formulate a timber harvesting option which recognizes society's long-term needs

DEVICES

- 4.1 Various forms of clearcutting should remain the principle method of harvest
- 4.2 Provide the public with information as to why clearcutting is the best method of harvesting forested lands.
- 4.3 Harvesting decisions must be made on a site-by-site basis. Therefore, local management may be preferable. Criteria used will depend on species and biogeoclimatic zones.
- 4.4 There must be strict enforcement of legislation.
- 4.5 Ensure proper review process.

IMPLICATIONS and COMMENTS

- selection logging is not viable in most instances
- the conversion of a natural forest to a commercial forest requires complete harvest of the original forest

THEME 5 COMMUNITY STABILITY

DEVICES

- 5.1 Discover the effects of movement toward greater community control through pilot projects.
- 5.2 Communities should receive the return of the benefits from resource extraction. For example, retention of a portion of stumpage for the community.
- 5.3 Economic diversification is key for stable communities.
- 5.4 Establish realistic expectations regarding long term commitments.
- 5.5 Government policies and regulations must consider/encourage community stability.

IMPLICATIONS and COMMENTS

- community stability is a function of changing economies and resource values.
- community stability is an evolutionary process

THEME 6 PUBLIC INVOLVEMENT**OBJECTIVES**

- 6.1 Establish mechanisms for informed local public involvement.
- 6.2 Involve the public in policy and planning decisions.

DEVICES

- 6.1 Establish a means of elected regional advisory committees which deal with policy rather than technical issues.
- 6.2 Disputes should be resolved by an overall body such as a land-use committee which represents provincial concerns.
- 6.3 Increase the use of visual models in public involvement processes and make information on the results of the processes easily available for public scrutiny.
- 6.4 Establish a community forest board which represents the public in the community.
- 6.5 Develop broad based local advisory committees.
- 6.6 Accessible public education is necessary to guarantee informed public.
- 6.7 Modelling (gaming, tradeoff games) can be effective tools for public involvement.
- 6.8 Establish accountability.
- 6.9 Establish trust between resource producers and resource users.
- 6.10 Public input at the policy level is important, but management should be the responsibility of the technical experts.

IMPLICATIONS and COMMENTS

- the public should not be involved in the implementation of decisions.

THEME 7 ECONOMICS

OBJECTIVES

7.1 Maintenance of a competitive forest industry

DEVICES

- 7.1 Maximize "value-added" production
- 7.2 User fees which reflect the cost of the forest resource could be instituted after further study.
- 7.3 As tenure contracts come up for renewal over the next 10 - 15 years the poorly performing tenure holders should be punished through the loss of their tenures which would then be divided and redistributed.
- 7.4 Define the ratio of small business (as defined by the Forest Act) to large business.

IMPLICATIONS and COMMENTS

- B.C. has a competitive advantage in raw production but loses that advantage as production becomes more refined and labour takes up a higher proportion of the cost of production.
- B.C.'s competitive advantage in terms of raw materials will change as the cost of growing forests is reflected in the cost of raw fibre.
- An adequate log market may already exist
- Any movement toward a more competitive log market and more smaller tenures would breach the security of existing contracts which may lead to investment uncertainty.
- Reasoned examination of the marketplace is needed to determine what proportion of the AAC should be reallocated to small business.
- Dislocation caused by reallocating the AAC should be minimized by respecting existing contract rights and removing tenure only as a penalty for non-performance.
- Society must understand the price of industrial dislocation

THEME 8: EDUCATION

OBJECTIVES

- 8.1 Increase the training of all sectors of society and forestry management in the principles of integrated management and resource economics.
- 8.2 Develop a method of public education so that an informed public would be available for public involvement processes.
- 8.3 Develop forest-worker training programs which stress orientation rather than certification.

DEVICES

- 8.1 A new Faculty of Resource Management in Prince George should be established.
- 8.2 Enhance the existing institutions.
- 8.3 Develop satellite campuses for UBC forestry where forestry students can serve one-year apprenticeships
- 8.4 Improve opportunities for people with practical experience to obtain academic credentials.
- 8.5 Increase the training of elementary and secondary school teachers in the principles of integrated management and resource economics.
- 8.6 Cooperative relationships are required between UBC, SFU, and University of the North regarding natural resource management and forestry training.
- 8.7 Increased emphasis must be placed on natural resource management.
- 8.8 Expand present extension services.

IMPLICATIONS and COMMENTS

- certification programs may improve worker status and morale and create industry-wide training standards; it may also be an inefficient process which may be more appropriately applied over time at the technical rather than the production level.

COMMENTS FOR THE COMMISSION

- an information section on timber harvesting and its dependence on fibre flows is needed in the Options Paper
- the Economics section of the Options Paper failed to identify the importance of maintaining a competitive industry and made questionable comparisons between the forest and tourist industries.

APPENDIX 3

**WORKSHOP
SUMMARY**

for

**108 MILE
HOUSE**

November 2-4, 1990

108 MILE HOUSE WORKSHOP

THEME 1 LAND USE STRATEGY

OBJECTIVES

- 1.1 The planning system must recognize the need for community stability.
- 1.2 Planning structures must be dynamic/flexible to adopt or accommodate new issues.
- 1.3 Establish accountability.
- 1.4 Facilitate long and short term community input.
- 1.5 Emphasize land capability.
- 1.6 Determine/discuss the best possible uses for land.
- 1.7 Determine targets or goals for other forest values; set a provincial vision.
- 1.8 Establish a broad provincial strategy to guide the processes
- 1.9 Reinforce resource stewardship roles
- 1.10 Maintain biological diversity.
- 1.11 Emphasize multiple resource management.

DEVICES

- 1.1 Develop compatible inter-agency inventories which use common measurement criteria.
- 1.2 Increase decentralized input and control. Encourage locally based planning which involves agencies and users.
- 1.3 Establish parallel local, regional and provincial planning mechanisms.
- 1.4 Decisions and objectives should be set provincially and local planning bodies act to refine the broader objectives.
- 1.5 Interaction between planning levels should be "bottom-up/top-down". A combination of centralized and decentralized planning and control would be preferable. The centralized agencies could set targets and goals whose ideas could be applied in specific regions or communities by local resource boards.
- 1.6 Involvement of all users and interests should occur in all phases of planning as opposed to just at the end of the planning process with a draft plan.
- 1.7 Define time frames and parameters.
- 1.8 Develop plans in simple understandable language so that the public is able to participate.
- 1.9 Define broad area classifications with detailed subclassifications.
- 1.10 Partnership with native communities is essential.
- 1.11 Communities must have input into the AAC

- 1.12 Support the completion of the parks system
- 1.13 Wildlife management should be carried out by Ministry of Environment and Fish and Wildlife.
- 1.14 Land designation systems should include both social and ecological criteria
- 1.15 Encourage inter-ministry cooperation.
- 1.16 Local decision making should be facilitated by government agencies which can provide expertise.
- 1.17 Establish an inter-ministry board which is an independent body made up of elected or appointed members to encourage cooperation.
- 1.18 Land use bodies should be large enough that a spectrum of interests is represented but small enough that it is manageable and efficient.

IMPLICATIONS and COMMENTS

- urban centres will demand that local input on resource use will feed into a centralized system
- is it possible to have a solid economic base if there is continual change at the local community level?
- it is often difficult to get community participation and input at the local level
- TSA committees focus on resource extraction
- a substantial change in government at all levels is required
- who are the decision makers and the managers?
- must ensure that "local" areas are not too small or too large
- establishing jurisdictional boundaries will be difficult. There needs to be more rationalized boundaries, but how will these be established?
- there should be a transitional phase in which decentralization can begin
- the change should not be sudden. Should attempt to ensure a level of continuity and consistency
- smaller management units may solve some of the problems
- local planning boards are often frustrated by a lack of clear mandates or definition of roles
- how can local groups become involved effectively in setting big goals?

THEME 2 FOREST RESOURCE MANAGEMENT: TENURE SYSTEM

OBJECTIVES

- 2.1 Encourage enhanced silviculture.
- 2.2 Ensure sustainability of the industry and ecosystems.
- 2.3 Focus on good management.
- 2.4 Encourage input by various interests
- 2.5 Establish a tenure system that considers many diverse values.

DEVICES

- 2.1 Encourage small woodlots possibly through a rapid conversion of tenure. This may also be encouraged through transferring some of the small business volume into woodlots.
- 2.3 Ensure that licensees are accountable
- 2.4 Calculate AAC's on a smaller land base regardless of tenure size
- 2.5 Maintain a mix of tenure options to ensure diversity of tenure size
- 2.7 Within forest tenures there should be a consideration of non-timber values
- 2.8 Consideration should be given to a coordinated flow of wood to mills from woodlots on a contract basis
- 2.9 Recognize equal importance of traditional tenures
- 2.10 Increase area based options with various levels of responsibility. Recognize that there may be some basis for volume-based tenures. The latter could be for companies with proven good records, employment generation, and good management plans
- 2.11 Industry could consider sub-contracting to manage other resources
- 2.12 Include common property resources such as fish and wildlife in more commercial forest tenures and agreements
- 2.13 Focuses should be on landscape and watershed management
- 2.14 Communities could audit license holders and government agencies
- 2.15 Separate the log supply from processing facilities
- 2.16 The Inter-Tribal Forestry Task Force should work with the commission
- 2.17 Return some revenues for stumpage to the resource board to help provide long-term stable funding
- 2.18 Secure tenure may be a valuable incentive for good resource management.

IMPLICATIONS and COMMENTS

- if industry invests in incremental silviculture the benefits should be available to the industry
- rapid conversion of tenure may have serious implications for community stability.
- area-based tenures may facilitate good management
- short-term volume-based tenures provide incentives to highgrade the best sites

- lands needing the most intensive management that are primarily timber-based should go to volume-based tenures. Area-based tenure may be more suitable to multiple use and multiple priority areas.
- the small business program does not currently have any incentives to manage lands
- mills need a secure log supply, but area-based tenure is not the only way this can be achieved
- not all costs are accounted for in an open bidding process
- accountability will result in fairness
- an open bidding process had a disastrous experience in the USA. Management was barely considered and many people were put out of business.
- can tenure be considered without land claim settlements?
- reconsider the AAC - is it currently too high?
- community tenure cannot be allowed to get too large

THEME 3 FOREST RESOURCE MANAGEMENT: FOREST MANAGEMENT

OBJECTIVES

- 3.1 Ensure a continual, secure flow of money into forest management
- 3.2 Improve integration of legislation and policy between resource agencies.
- 3.3 Encourage balanced views.

DEVICES

- 3.1 Develop a new Natural Resources Act which links responsibilities between agencies.
- 3.2 Develop an umbrella group to oversee decision making among the related ministries.
- 3.3 Utilize existing models such as Regional Economic Development Boards to base new management structures on.
- 3.4 Revive the Environment and Land Use Act. ELUC Secretariat could act as a planning group to advise cabinet.
- 3.5 Examine the Ministry of Environment mandate for responsibility for broader ecological and biological diversity.
- 3.6 Alter institutional arrangements to reflect what is already in the Forest Act / ELUC
- 3.7 Provide economic and staffing resources to implement programs.

- 3.8 Continue to operate with separate ministries but establish a coordinate body to bring all views and interests together and to provide accountability.

IMPLICATIONS and COMMENTS

- Crown Corporation is not favored. It may not address the question of funding, but may only create another layer of bureaucracy.
- stumpage is not a good method to flow money back into the community.
- legislation which provides perceived independence for the Ministry of Forests will increase credibility.

THEME 4 FOREST MANAGEMENT: TIMBER HARVESTING

OBJECTIVES

- 4.1 Increase sensitivity and attention to local stewardship and site conditions
4.2 Increase sensitivity to social requirements in addition to biological.
4.3 Develop methods which are sensitive to biodiversity (for example - old growth attributes)

DEVICES

- 4.1 Consideration must be given to the opening size.
4.2 Planning should be done long in advance.
4.3 If clearcutting continues to occur there must be limits on the amount of cutting by this method. In addition, smaller and/or better configurations can result from accounting for stream setbacks which also address issues of public access, trapping and fishing.
4.4 Planning should occur on a site-by-site basis
4.5 The focus should be on the middle range
4.6 Some site development issues should be decided at the local level.
4.7 A variety of techniques should be considered and studied.
4.8 Stagger clearcuts to take into account ranges.
4.9 Develop markets and uses for waste products. In addition, some slash should be left in the cut to provide nutrients. Slashburning should be reconsidered.
4.10 An accurate inventory is crucial for sensitive harvesting methods.
4.11 Tourism should be considered when site plans are made. For example: cutting near waters' edges; logging road access to wilderness lakes and habitat.

IMPLICATIONS and COMMENTS

- not sure that timber harvesting hurts biodiversity, this may be a problem in public awareness and education.
- small selective logging can occur, large companies are not willing to do it due to economics.
- should there be a moratorium on logging until a complete inventory is established?
- public perception is very important
- public must understand the long term nature of forest management.

THEME 5 COMMUNITY STABILITY**OBJECTIVES**

- 5.1 Increase community involvement
- 5.2 Benefits to all sectors of the community should be considered.
- 5.3 Operate at a sustainable level

DEVICES

- 5.1 Community woodlot tenures should exist for educational purposes and silviculture.
- 5.2 Arrangements for local development should reinforce the communities' right to self-determination and a strong role in any decision making which affects the community.
- 5.3 Plan for community stability rather than only using restrictive tenure rules.
- 5.4 Forest planning should include time-zoning (long term planning for various forest users).
- 5.5 Communities without manufacturing should be targeted when new tenure systems are being examined. Economic diversity should be encouraged.
- 5.6 Emphasize community forest licences to provide the basis for a long term community stability and attractiveness.
- 5.7 Establish a local resource board
- 5.8 Encourage smaller tenures and land allocation. Smaller management units and areas are possibly better for community stability.

IMPLICATIONS and COMMENTS

- community revenue developed through community tenures may result in "have" and "have-not" communities
- should money from resources go to regional Boards?
- must remain aware that some communities are dependent on forestry and logging
- must determine what is meant by "community"
- current coastal TFL's are too large to ensure community stability.

THEME 6 PUBLIC INVOLVEMENT**OBJECTIVES**

- 6.1 Public involvement should be based on the nature of the issues and who is potentially effected
- 6.2 Establish a mechanism for good public input
- 6.3 Develop public involvement as an integral part of the planning process at every level
- 6.4 Establish a process that avoids "political" resolutions. Develop a local dispute mechanism.
- 6.5 Potentially affected interests need access to expertise to assist them in understanding issues, developing and presenting their interests, and briefing their constituents. This could be available through government as an extension of public process.
- 6.6 Flexibility is a necessary part of public involvement processes.

DEVICES

- 6.1 Establish regional forest resource management committees or boards. The mandate or role of these boards could vary:
 - Regional advisory mechanism is established to give advice on "issues of the day" to government resource ministries. This would be a separate entity from the specific planning processes which involve the public. The Regional Committee would advise the provincial levels on matters of policy. Dispute resolution would be through government administration to the cabinet if necessary.
 - Regional Committees are empowered under new legislation to set planning priorities. The Regional Committee would approve plans and act as a dispute resolution mechanism for local issues.
- 6.2 Public information must be designed for the general public (for example: PHSP, tenure advertisements must be made simple).
- 6.3 A range of methods should be available for involving the public, regardless of the level of planning.
- 6.4 Establish a regional advisory group which is comprised of public interests with government support to advise government on resource issues, policy and objectives.

- 6.5 Expand TSA committees to include broader representation which includes local residents.
- 6.6 The LRUP process could be used as a basis for the Forest Resource Board planning.
- 6.7 Industry must commit to full public disclosure.
- 6.8 Realize that "public involvement" and "user involvement" are different and consequently require different methods of involvement for each.
- 6.9 Establish a resource board composed of elected officials; appointees from various public agencies; and representatives from associations.
- 6.10 Public involvement mechanisms could include a provincial coordinating agency which is fed information from a TSA resource board which is fed by local input and interest groups, stake holders and public representatives.
- 6.11 Establish "technical support" committees such as silviculture committees.

IMPLICATIONS and COMMENTS

- who makes the decision of who is involved in the public process?
- if TSA committees are expanded to include other users the process still is not one of Public Involvement
- how is accountability determined?
- there will not be a healthy environment without a healthy economic situation
- if TSA committees are used the agencies should slowly move the boundaries to be more in sync with the boundaries of the new Land Use Plan.
- may be difficult to convince Cabinet ministers to relinquish their authority

THEME 7 ECONOMICS

OBJECTIVES

- 7.1 Determine non-timber values and options for local economic development opportunities
- 7.2 Consider contemporary needs and funding needs

DEVICES

- 7.1 Review the forest resource system with respect to contemporary needs, funding needs, and forests.
- 7.2 Develop a tax system for All-terrain vehicles and campers.
- 7.3 If user-fees are collected the revenue should go directly into the resource sector.
- 7.4 Establish a standard fee for campgrounds and recreational land use. There is currently a large discrepancy between public and private fees.

IMPLICATIONS and COMMENTS

- value-added community tenures may have negative and positive effects on community stability.
- would be very difficult to collect user fees

THEME 8 EDUCATION**OBJECTIVES**

- 8.1 Develop an education system which addresses contemporary values and integrated resource management
- 8.2 Encourage students and enhance public interest in Forest Management programs

DEVICES

- 8.1 Enhance UBC Forest Management curriculum into management for non-timber values. Encourage postgraduate programs.
- 8.2 Encourage research
- 8.3 "Forest" education should include people/communication skills
- 8.4 Enhance the University of the North. It could be established to be a "hands on" practical forestry degree program.
- 8.5 Integrate technical diplomas and technical curricula with university programs
- 8.6 Increase education of general forest workers and locally offered courses and seminars. Government and industry could share the cost of this government-organized program.
- 8.7 Natural Resource management should be introduced in public schools at all grade levels.
- 8.8 Educational focuses should be on integrated resource management, training and job descriptions.
- 8.9 Develop training and education to establish more holistic forest economists.
- 8.10 There must be a link between the Ministry of Education and the Ministry of Forests.
- 8.11 The forest resource boards should deal directly with the local school boards.
- 8.12 Provide an extension service for woodlot owners.
- 8.13 Teacher-training should include a mandatory program in natural resource management
- 8.14 The B.C. Forestry Association should be involved in Graduate Faculty Development modules.

IMPLICATIONS and COMMENTS

- University of the North would allow people a choice of forestry schools and would create competition. It could focus on the interior forest regions.
- certification should not be required of forest workers
- must teach facts and not personal/institutional biases
- UBC is too coast oriented

NOTES TO THE COMMISSION

- the issue of "community-based tenures" must be addressed before it is too late.
- there needs to be a change in the front line of forestry departments to meet expectations being placed on forestry officials
- representation at the workshops was not evenly distributed
- we are currently living beyond the means of a sustainable landbase. Are expectations of continuation of a consumer society in line with sustainability?
- all values must be recognized
- there needs to be flexibility for future options
- not enough recognition of ecological systems and their integrity and synergy
- needed to receive the full document earlier
- the summary and the long report diverge.
- **Clarke Allen, President, B.C. Fur-Trappers Association:** *"Whether I can continue to earn a living trapping is not as important as the survival of the animal species I have stewardship over. Whether we as a society continue to harvest timber to create jobs and sustain our lifestyles is not as important as maintaining ecosystems, protecting habitats and the environment for future generations. Our natural resources can no longer provide the perceived need our present society, we must find alternate solutions to our economic needs. Ecosystems must be preserved and take priority over society's needs and greeds, our generation is the last one that can make it possible."*

APPENDIX 4

**WORKSHOP
SUMMARY**

for

PARKSVILLE

October 26-28, 1990



PARKSVILLE WORKSHOP, OCTOBER 26-28, 1990

THEME 1 LAND USE STRATEGY

OBJECTIVES

- 1.1 Decentralize resource planning to the local level
- 1.2 Generate overall provincial goals centrally but work out the implementation details locally
- 1.3 Provide opportunity for local level to influence central policy development
- 1.4 Minimize and avoid duplication of bureaucracy

DEVICES

- 1.1 Cabinet committee on land use
- 1.2 Provincial land commission (agriculture/forests/parks/wilderness)
- 1.3 Regional planning boards
- 1.4 Primary use zoning including integrated use zone with priority use sub-zones
- 1.5 Regional round tables
- 1.6 Land use classification board
- 1.7 Mechanism for settling land claims and for continuity of investment during the process; the pattern of land questions will remain the same, although the philosophy of people considering land use may change
- 1.8 B.C. Round Table on the Environment and the Economy
- 1.9 Cabinet Committee on Sustainable Development
- 1.10 Secretariat to Cabinet Committee on Land Use
- 1.11 Ministry of Renewable and Natural Resources
- 1.12 Courts (as a last resort)
- 1.13 Decentralized Planning Process
 - a) Cabinet Committee on Sustainable Development
 - sets broad provincial goals
 - b) Regional Resource Management Boards -
approximately 40 in the province; composed of:
 - selected officials, with involvement of user group representatives
 - develop preliminary plans
 - c) Ministry of Natural Renewable Resources
 - leads inter-ministry review of plans
 - check that goals are socially, environmentally, and economically viable

- d) Ministry and Regional Boards
 - fine tune goals
- e) Regional Boards and Regional Ministry Staff
 - define zoning = allocation
 - define acceptable management activities
- 1.14 Sustainable Industrial use strategy precursor to overall land use strategy
- 1.15 Renewable Resource Use Strategy also precursor; the overall view is crucial
- 1.16 These strategies must be derived from a process of public involvement which is embedded in a process of public education

IMPLICATIONS and COMMENTS

- Do regional districts have adequate resources to fulfill decentralized planning role?
- Accountability within decentralized process ensured through elections
- Interaction between centralized/decentralized levels is required
- Must reconcile existing administrative boundaries
- Reduce political influence in dispute mechanism

THEME 2 FOREST RESOURCE MANAGEMENT: TENURE SYSTEM

OBJECTIVES

- 2.1 Tenure system encourages long term industry investment but also maintains community stability
- 2.2 Rules for tenures encourage (requires) integrated management of the full range of forest-based resources
- 2.3 Tenure system allows range of sizes from large to small and from corporate to community

DEVICES

- 2.1 Bids for timber to contain full spectrum of forest values (emphasis on society/environment)
- 2.2 AAC calculated over smaller land units even within TFL's
- 2.3 Community tenures (possibly out of the small business allotment, e.g., Mission TFL and the Greater Vancouver Water Board)
- 2.4 Use watershed units within TFL's
- 2.5 Greater diversity of tenure size
- 2.6 Area-based tenures

- 2.7 Incentives for managing non-timber resources
- 2.8 Non-transferable quotas
- 2.9 Long term security of tenure (5% problem)
- 2.10 Limited privatization of forest land by lease-purchase
- 2.11 Separate forest land base from manufacturing or processing facility
- 2.12 Long term tenure implied as the means to achieve stewardship, commitment to the long view, intensive silviculture, community involvement
- 2.13 Tenure system to ensure stability
- 2.14 Area-based tenures preferable to volume based tenures
- 2.15 Development of smaller, community-based tenures, municipal tenures, small business operated tenures
- 2.16 Goal of the tenure system is the "health of the forest"
- 2.17 Separation of tenure from manufacture
- 2.18 Necessary to settle land claims before long range objectives can be set
- 2.19 Flexibility and dichotomy possible within wide range of strategies for tenure system
- 2.20 Intensive forest management deriving from intensive silviculture a necessary part of tenure system

IMPLICATIONS and COMMENTS

- Tenures should reconcile economic concerns vs. forest rotation cycles
- Concerns about privatization:
 - economic feasibility of smaller companies
 - provide incentives (e.g., Sweden)
- Government commitment vs. private commitment

THEME 3 FOREST RESOURCE MANAGEMENT: FOREST MANAGEMENT

OBJECTIVES

- 3.1 Ensure integrated management of forest-based resources
- 3.2 Ensure continuity of investment in silviculture independent of normal fluctuation in provincial budgets
- 3.3 Separate policy and regulation from operational management

DEVICES

- 3.1 Forest Resource Ministry responsible for forests, fish, wildlife, water (responsible for regulation)
- 3.2 Crown Corporation for management of timber and security of investment in silviculture (independent forestry authority)
- 3.3 Industry-funded silviculture reflected in stumpage

- 3.4 Single ministry of renewable natural resources (without Crown Corporation)
- 3.5 Full-time silvicultural workers be required within the licence
- 3.6 Ministry of Conservation
- 3.7 Need a Forest Resources and Practises Act
- 3.8 A Ministry of Forest Resources, an Integrated Resources Ministry to be involved with all aspects of forest use, not just timber

THEME 4 FOREST RESOURCE MANAGEMENT: TIMBER HARVESTING

OBJECTIVES

- 4.1 Match harvesting practice and methods to the ecological requirements of the site
- 4.2 Make the impacts of harvest more sensitive to non-timber values

DEVICES

- 4.1 Independent monitoring of harvest practice and impacts
- 4.2 Increased research and development on harvesting systems
- 4.3 More authority for foresters in enforcing the Pre-Harvest Silviculture Prescription
- 4.4 Increased sensitivity to biological as well as people values
- 4.5 Involvement with public education and with research
- 4.6 Timber harvesting is the tool to maximize the goal; the goal needs to be stated through public involvement process via public education via the development of a forest use strategy
- 4.7 Importance of silviculture investment to enhance timber harvesting

THEME 5 COMMUNITY STABILITY

OBJECTIVES

- 5.1 Ensure that the system of tenures, forest management practices, and harvesting practices lead to long term stability of communities

DEVICES

- 5.1 Smaller area-based tenures managed by communities/woodlots/local control
- 5.2 Limit proportion of tenure that can be sold with a processing facility
- 5.3 Restrict wood flow between districts
- 5.4 Calculate AAC on a local basis

- 5.5 Encourage local (value added) manufacturing
- 5.6 Communities hire RPF's and/or MOF to inform community discussion and decision
- 5.7 Community discussion and decision
- 5.8 Community representation on regional boards
- 5.9 Community involvement at the planning level
- 5.10 Communities receive compensation for wood leaving their areas
- 5.11 Hiring permanent crews of normally unemployed people for temporary silvicultural work to allow localization of silviculture work
- 5.12 Through mechanisms such as job creation, development of value-added products, diversity of production at local level
- 5.13 The goal of all other objectives is the stability of the local community
- 5.14 Involvement at community level another aspect of public involvement
- 5.15 Community-based area tenures

IMPLICATIONS and COMMENTS

- "flow of logs limited..." a concern (how does this affect viability of smaller markets?)
- Option B is risky; options may be limited by natural disasters, or regional industrial development (i.e., "economics of scale" no longer simple or appropriate)
- regulations to promote community stability
- market must be the regulator
- opportunities (tax incentives)

THEME 6 PUBLIC INVOLVEMENT

OBJECTIVES

- 6.1 Ensure early public access to the process of planning and decision-making on:
 - allocation of tenures
 - forest management practices
 - monitoring impact of harvesting
 - preparation of overall land use strategy at provincial and local level

DEVICES

- 6.1 Expanded TSA (and TFL) committees to include other user groups
- 6.2 Regional forest management boards with full range of user groups and elected local government (balance of election and appointment), and open to community participation
- 6.3 Separate planning and management functions

- 6.4 Crucial beginning to the whole process
- 6.5 Intricately tied to public education
- 6.6 Involvement at the policy level; policy issues rather than technical questions
- 6.7 Advice rather than decision-making
- 6.9 Difference between planning and management; public should be involved at the planning level
- 6.10 Use existing systems such as municipal boards; accountability, responsibility already in place
- 6.11 Use Islands Trust as possible model; mandated responsibility for land use planning
- 6.12 Public involvement tied to a land use strategy
- 6.13 Native input at local level
- 6.14 Community Resource Advisory Board, rather than management
- 6.15 Need to communicate with other public involvement groups in place: Old Growth, Round Tables, Sustainable Development Committees

THEME 7 ECONOMICS

OBJECTIVES

- 7.1 Optimize return to the public from all forest-based resources
- 7.2 Ensure that the forest capital base is maintained
- 7.3 Ensure recognition of forest values not generally included in traditional economic or market terms
- 7.4 Establish/maintain both large-scale and small (flexible) competitive, world class forest manufacturing industries
- 7.5 Establish a climate conducive to investment in capital facilities
- 7.6 The forest industrial strategy should balance world competitiveness with job creation to support communities

DEVICES

- 7.1 Tie sustained employment into sustainable resource management
- 7.2 Competitive log market
- 7.3 User fees for non-timber resources
- 7.4 Value-added community tenures
- 7.5 Value-added sales
- 7.6 Long term investment in silviculture
- 7.7 Balance of large and small corporations (large needed to retain international market position)

- 7.8 Provincial support for cooperative overseas market development program (Japan, Korea, China)
- 7.9 Development of unique customer-specific products; maximize value-added products
- 7.10 Secondary manufacturing designed to increase the labour base
- 7.11 Research and development into small niche markets for large corporations and small business (not necessarily government funded)
- 7.12 Include intensive silviculture in the MOU

IMPLICATIONS and COMMENTS

"User fees" - restrictions - income-dependent; What about hiking? Will there be adequate "wilderness areas" available (for hiking) outside the "working forest"? Fishing/hunting licences now provide fees, which are directed to general revenue. What is the economic feasibility of collecting user fees?

THEME 8 EDUCATION

OBJECTIVES

- 8.1 Ensure that forest practitioners are educated to recognize all forest values and the practices required to sustain them
- 8.2 Ensure that the general public is sufficiently informed to participate effectively in forest decision-making
- 8.3 Ensure adequate numbers are supplied by institutions

DEVICES

- 8.1 Enhance UBC (re-introduce 5 year program)
- 8.2 Establish new faculty at U of N
- 8.3 More funding for SFU Natural Resource Management program
- 8.4 Incorporate Integrated Resource Management in schools
- 8.5 Train (and certify) forestry workers
- 8.6 Enhance interdisciplinary education of foresters, and others associated (holistic use management, forest ecology and environmental studies)
- 8.7 Strategy for government involvement in public education:
 - Demonstration farms
 - Reference material in libraries (presently inadequate and ill-informed)
 - Reinstitute "Forest Talk"
 - Open public forums
 - General literature
- 8.8 Enhance present faculty at UBC

- 8.9 Diversification of curriculum to include public skills such as communications, public liaison, liberal arts
- 8.10 Not necessary to add faculty at U of N; enhance what is already in place
- 8.11 Increased professional education, upgrading
- 8.12 Increased public education **crucial to public involvement**
- 8.13 Increased pre-secondary school education; public school input
- 8.14 Research focus: basic forest ecology, experimental management, demonstration forests
- 8.15 Education of forest workers "from the top down" to know what the foresters know; more technically expert; "new look"
- 8.16 Certification less important than "on the site training"

IMPLICATIONS and COMMENTS

- Second faculty/School of Forestry
- Northern University affords greater access to native peoples
- Support two faculties; location may not be relevant
- An adequate number of forestry schools already exist
- High cost of living in Vancouver
- Forest workers; certification should not be mandatory; grandfathering clause
- Public education: address public "myths" (e.g., Sweden does not have clearcutting)
- Is public education a cost or an investment?
- Government program of general information for the public about forestry and forests (environmental issues)
- Inability of ENGO's to challenge information campaigns (due to inadequate financial resources)
- More discussion - less propaganda

THEME 9 FOREST RESEARCH

OBJECTIVES

- 9.1 Ensure that there exists a growing body of research into basic forest ecology; Old Growth; impacts of forestry practices on environment and application of silvicultural systems

DEVICES

- 9.1 Develop a (Bamfield style of) Old Growth Forest Research Institute
- 9.2 Clarify research roles of: UBC, other universities, Ministry of Forests

THEME 10 MANAGEMENT OF FORESTS ON PRIVATE LAND

OBJECTIVES

- 10.1 Ensure that sound ecological and economic practices are applied to management of forests on private land

DEVICES

- 10.1 Incentives to encourage long term commitment to management of private land
- 10.2 Fulfill Ministry of Forests mandate for forestry extension
- 10.3 Increase education to private landowners and municipalities
- 10.4 Reforestation by government at cost to landowner, if owner does not practice reforestation (currently in practice in Washington and Oregon)

GROUP STATEMENT

Community stability is the over-riding goal; through a commitment to the process of public involvement, supported by public education and improved professional and technical education of forest workers, the provincial government set clear goals incorporating a clearly articulated industrial strategy and renewable resource strategy and a land use strategy so that the forest industry can operate the forest base in support of these publicly derived goals.

"We have to have a clear statement of goals to improve the value of our forests".

ADVICE TO THE COMMISSION

1. Allow a public process to develop first a sustainable industrial strategy, then a land use strategy, and finally a resource management procedure
2. Use systems already in place; for example, municipal boards as a public involvement device, Islands Trust as a basis for public input into land use planning
3. Important to consider the diversity of the forests; regional variations and regional needs
4. The Forest Service needs to renew its stature and power as a steward of the forests; without a powerful Forest Service, issues default back to government at the political level or the licensees themselves.
5. So many stakeholders requires constant and ongoing input and constant fine-tuning of the system
6. We need more public input, more "talk around the table"
7. Intensive forest management, increased silviculture as crucial part of the industry; need to resolve the battle of "who pays"; incentives increased through various devices such as long term mortgage, pension funds, etc.
8. "If there is more intensive management, there are more options available"
9. Public Education contributes to the quality of public involvement

PUBLIC PROCESS ON RECOMMENDATIONS

1. Revisit the public process while making recommendations to Cabinet; include implications of recommendations in report
2. Make working papers available to public
3. Organize public process through community meetings and small group meetings (stakeholder meetings)
4. Advertise meetings to ensure wide range of involvement, full spectrum of representation; more funding, more time.
5. Send out full report to the stakeholders
6. There should be clear description of the public participation process

WHITE PAPERS ON NEW INITIATIVES

1. Clarification of Crown Corporation concept
2. Implications of separating tenures from processing facilities
3. Models of Public Participation process: for example, Clayoquot Task Force

IMPLEMENTING RECOMMENDATIONS

1. Test prototypes of new initiatives; include regional examples
2. Balance industrial competitiveness with community stability; smooth transition needed
3. Look to the long term; intergenerational perspective needed
4. Report/strategy must be dynamic and adaptable in recognition of native land claims

DISPUTE RESOLUTION

1. "Honest broker" needed within the system
2. Proper process in dispute resolution and fairness of public treatment through an Ombudsman (Forestry Ombudsman?)

APPENDIX 5

**WORKSHOP
SUMMARY**

for

**PRINCE
GEORGE**

November 2-4, 1990

PRINCE GEORGE WORKSHOP

THEME 1 LAND USE STRATEGY

OBJECTIVES

- 1.1 Establish a multi-use land inventory
- 1.2 Develop a comprehensive Land Use Strategy for the province

DEVICES

- 1.1 The Land Inventory should include such areas as game; watersheds and water resources; growth and yield data; and all forest values.
- 1.2 Establish a "top-down bottom-up" approach which combines broad policy goals with regional/local input on management issues through regional and local advisory boards
- 1.3 The boards will include all regional and local interest groups and forest users
- 1.4 The public involvement process must be clearly defined and allow input from everybody.
- 1.5 The Land Use Strategy must be extremely flexible to allow for change. This could be accomplished by subjecting it to a review panel every 5-10 years.
- 1.6 Develop an independent dispute resolution mechanism. This may be crucial in the event of a conflict between the province and regions.
- 1.7 Biogeoclimatic zones could be used to provide management frameworks.
- 1.8 Local decisions should not over ride broad provincial goals
- 1.9 All resource ministries should be involved in designing strategy.

IMPLICATIONS and COMMENTS

- An inventory may be extremely costly and time consuming. Priority setting for the establishment of an entire inventory may be difficult.

THEME 2 FOREST RESOURCE MANAGEMENT: TENURE SYSTEM

OBJECTIVES

- 2.1 Establish a tenure system which encourages the recognition of all many diverse values.
- 2.2 Establish a tenure system which reflects the community's desire to optimize the benefits derived from all forest resources
- 2.3 Encourage long-term stewardship of all resources
- 2.4 Facilitate the achievement of the land use strategy goals
- 2.5 Ensure security of timber supply

DEVICES

- 2.1 Increase small area-based tenure agreements with resource management agreements
- 2.2 Include Forest Management agreements in TFL's
- 2.3 Encourage diversity of tenure
- 2.3 Non-performance should result in loss of tenure
- 2.5 Ensure fair treatment in the bidding process and a "level playing field" for all operators (same rules for everybody)
- 2.6 Consider an area based tenure for the management of all resources versus deposition of natural resources

IMPLICATIONS and COMMENTS

- is the land base managed publicly, privately or a combination?
- good management can occur on small management units if they receive a fair share
- how will the AAC be divided?
- should the manager of the land be responsible for the management of all resources?

THEME 3 FOREST RESOURCE MANAGEMENT: FOREST MANAGEMENT

OBJECTIVES

- 3.1 Ensure a means of returning funding to the forests; especially during poor revenue years
- 3.2 Ensure long range visions and integrated management for the forest.
- 3.3 Separate management from harvesting.
- 3.4 Manage all resources equally

DEVICES

- 3.1 Establish a system of rewards and incentives for "good" companies which are concerned with all forest values (for example, rewards could be available for reaching a 'moose quota').
- 3.2 Re-evaluate the MOA and stumpage system.
- 3.3 Establish a Crown Corporation or other "neutral body" to manage forests and administer the Land Use Strategy.
- 3.4 Develop a new Forest Resources Act.
- 3.5 Coordinate and strengthen government departments.
- 3.6 Practice representative integrated management.
- 3.7 The cost of total resource management must be paid from forest revenues from all sources prior to transfers to general revenue.

IMPLICATIONS and COMMENTS

- uncertainty is a large problem for all forest users
- elected officials may be unable to plan for the future given their short term perspectives.
- a quasi-independent body would provide a longer term perspective.
- should the Ministry of Forests be neutral; an advocate; a monitoring body; a steward?

THEME 4 FOREST RESOURCE MANAGEMENT: TIMBER HARVESTING

OBJECTIVES

- 4.1 Harvesting practices on all forested land should be required to be sensitive to a much wider range of concerns

DEVICES

- 4.1 Clear-cut logging may be more ecologically sensitive in the northern forests.
- 4.2 Clear-cut logging should be sensitive and include considerations of cut size, shape, contour and wind firm boundaries.
- 4.3 Increase education and research of forest harvesting practices
- 4.4 Public education and public perceptions are important
- 4.5 Harvesting methods should meet objectives set in the Land Use Strategy.

IMPLICATIONS and COMMENTS

- even-age management is the only option (especially in northern regions)
- slash burning is highly controversial

THEME 5 COMMUNITY STABILITY**OBJECTIVES**

- 5.1 Increase community control and stability while maintaining economic realities

DEVICES

- 5.1 Communities should have more control over lifestyles and economic opportunity
It may be beneficial for communities to be fully responsible for their decisions.
- 5.2 Increase community input
- 5.3 Encourage community-based tenure, smaller area-based tenures and local woodlots
- 5.4 Provide companies with tenure protection to allow for investment
- 5.5 Moderate the wood flow to allow for a stable supply. The marketplace should, however, ultimately determine the supply.
- 5.6 Economic diversification in general and within the forest industry will ensure greater community stability

THEME 6 PUBLIC INVOLVEMENT

OBJECTIVES

- 6.1 Increase meaningful public involvement and input into forest management
- 6.2 Develop strong visions and goals
- 6.3 Natives must be a significant part of any participation process.
- 6.4 Incorporate public involvement early in the planning and decision making process.
- 6.5 Formalize the planning process at the regional and local levels to include all resource users.

DEVICES

- 6.1 Strengthen the Forest Service to work in the public interest. The Forest Service or Cabinet could set goals.
- 6.2 Constrain the political and industrial power behind forest policy
- 6.3 Separate decisions from the political process.
- 6.4 Develop Regional Forestry Management Boards to provide the setting for a "top-down/bottom-up" planning and public involvement process.
- 6.5 The Crown Corporation could function to sell timber and regulate TFL's. It would be accessible to receive input from public. (for example: Public participation, Regulatory Boards, Crown Corporation)
- 6.6 Regulatory boards could make recommendations to the "top" and implementations at the "bottom" in an attempt to gain accountability.
- 6.7 Expand representation on TSA committees
- 6.8 The Land Use Strategy will clearly define public involvement processes and allow for maximum public involvement.
- 6.9 Supply financial assistance to assist board members with travel expenses at local and regional levels.
- 6.10 Members of regional boards should be appointed to ensure continuity

IMPLICATIONS and COMMENTS

- currently there is a general feeling of distrust
- political agendas are currently too limited. Four year horizons do not work well with the long-term perspective necessary to manage the forests.
- public must understand the economic implications of downsizing the industry and resultant changes in personal lifestyles.
- international impulses of capital and the market economy may preclude effective public involvement.

THEME 7 EDUCATION

OBJECTIVES

- 7.1 Increase the accessibility to unbiased, neutral information.
- 7.2 Develop education as a tool to bridge the gap between dissenting groups in B.C. and find solutions. Consensus to current problems

DEVICES

- 7.1 Formation of a neutral body to dispense "facts" without a vested interest
- 7.2 Woodlots could provide a valuable vehicle for public education
- 7.3 Establish a University of the North which incorporates innovative educational techniques into the program. Foresters should be educated in all forest values and have the opportunity for practicum experience.
- 7.4 Educate forest workers and require certification for certain personnel. Education and training should offer CORE programs and specialized training.
- 7.5 Increase job training opportunities
- 7.6 Encourage forest education which presents a balanced view at all school levels

THEME 8 ECONOMICS

OBJECTIVES

- 8.1 Develop an economic (industrial) strategy which is linked to the land use strategy
- 8.2 Recognize the economics of all forest uses

DEVICES

- 8.1 Develop a competitive log market.
- 8.2 Introduce user fees for all forest use activities.
- 8.3 Encourage "value-added" community tenures
- 8.4 Revise the stumpage system
- 8.5 Changes in the system should not require breaking existing contracts. The renewal of a forest license is a good time to open up licenses to other users and set new quotas.
- 8.6 Separate management from harvesting.
- 8.7 Study other economic systems.
- 8.8 Companies which desire secure tenure should pay for silviculture and wildlife management.
- 8.9 Develop a global perspective to keep plants efficient and environmentally sound
- 8.10 Diversify the economy and forest industry
- 8.11 There should not be a user fee on Crown lands

- 8.12 Abolish tenure and quota systems
- 8.13 Ensure security of supply to encourage long term investment
- 8.14 The costs of timber should include the cost of managing all resources
- 8.15 Utilize a taxation system to channel money for management of resources rather than creating a special management fund.
- 8.16 Assess the role of the Small Business Program and determine what portion of the AAC it should receive.
- 8.17 Licensees must assume reforestation costs

IMPLICATIONS and COMMENTS

- a free log market may hurt the small operators.
- the forest cannot supply the needs of the mills nor sustain employment
- the diversification of the economy should not occur at the expense of the forest sector
- the current taxation system is biased towards large companies
- should all resources pay for themselves? What about non-consumptive use? How are user fees rated?
- what would happen if competitive bidding opened up?
- do quotas assure economic stability?
- who is the most efficient user of wood?
- no one supports the export of raw logs except under exceptional circumstances
- log exports from the interior to the coast is a contentious issue. How is wood flow to be directed? Is there to be a flowback of revenues to communities which export?

IMPLICATIONS and COMMENTS

- be aware of the differences between education and propaganda
- people are not currently given the real facts and do not have the right information on which to form an opinion
- currently there is a gross lack of information and understanding of forest management and all forest values.

APPENDIX 6

**WORKSHOP
SUMMARY**

for

TERRACE

November 2-4, 1990

TERRACE WORKSHOP

THEME 1 LAND USE STRATEGY

OBJECTIVES

- 1.1 Develop a Land Use Strategy which is based on goals and objectives from shared visions and values.
- 1.2 The Land Use Strategy should include land claims, tourism, mining, inventory of existing and future forestry values, native heritage, agriculture, transportation, energy, water quality, bottom lands, and recognize forests and trees as two distinct elements.
- 1.3 Establish an overall provincial land use strategy which recognizes land as the basic resource and develops goals.

DEVICES

- 1.1 Overall planning of goals and strategies to be established by the province while more detailed classifications are to be undertaken at the regional or community level.
- 1.2 Guarantee multi-sectorial coordination across provincial ministries.
- 1.3 Increase decentralized planning, input and control within regional and provincial context and control.
- 1.4 Develop logical, geographically-based regional boundaries.
- 1.5 Land use plans should be implemented through planning boards which are composed of elected officials, user groups and ministry representatives at the provincial, regional and local levels.
- 1.6 Establish a provincial board which would devise the management philosophy, overall goals and guiding principles which would be interpreted by regional board.
- 1.7 Establish local boards which have the express purpose of advising implementers.
- 1.8 Local boards could represent areas defined within TSA boundaries and work to develop and approve local integrated area plans to be presented to regional boards for approval. The board could be either a combination of elected and appointed or all appointed members.
- 1.9 Regional boards areas of representation should be established by considering existing regional structures to establish common regional boundaries for all Natural Resource Ministries. The mandate of the Regional Board would be the development of a regional framework for integrated resource plans which identify the working forest, protective areas, biological diversity and cost benefits. It will set target goals for non-timber resources, collect revenue, collaborate amongst Natural Resource Ministries and related bodies, and ensure the development of an integrated plan at the local level within the context of Regional Policies and Objectives. The board will be composed of a chair of each local board. Local Area Plans will be submitted to Regional Ministry of Forests or a new integrated Ministry of Natural Resources.

- 1.9 Provincial levels of management and decision-making will establish guidelines; standards; research and new approaches.

IMPLICATIONS and COMMENTS

- decentralized planning may balkanize decisions from an industry perspective
- there is presently no land use strategy
- credibility of the land use boards is critical
- "remember the Dunsmuir report"

**THEME 2 FOREST RESOURCE MANAGEMENT:
TENURE SYSTEM**

OBJECTIVES

- 2.1 Determine accountability according to land use strategy objectives
2.2 Assure security of tenure and a consistent regulatory system
2.3 Develop a L.I.S.A. system (Low Impact Sustainable Approach)

DEVICES

- 2.1 Add forest management agreements to TFL requirements.
2.2 Support area-based tenure rather than volume-based tenure systems.
2.3 Support the expansion of woodlots and small businesses.
2.4 Promote economic diversity, diversity in uses and diversity in management of land.
2.5 Gradually convert licences to more small area-based holdings.
2.6 Establish a "mosaic" of tenure licences including new types of tenure.
2.7 Develop incentives for good management.
2.8 Key to realizing a L.I.S.A. system are smaller forestry units, labour intensive forestry and manufacturing, increased knowledge and increased tendering

IMPLICATIONS and COMMENTS

- the criteria governing awarding woodlots needs reinforcing
- may be dangerous to expand woodlots at the expense of existing holdings
- responsibility of tenure holder is unclear - is the timber harvester or the resource manager accountable?
- large companies have a great deal of political and economic clout
- currently a few companies control the available timber and it is not accessible for small operators.
- B.C. does not harvest intensively compared with other countries
- volume-based tenure does not provide incentives for intensive silviculture.

- intensive harvesting may bring together a range of stakeholders such as loggers, environmentalists and industry.
- can the responsibilities be contracted out?
- how much responsibility can be added to existing arrangements and contracts?
- do firms still need tenure security - can security be given in other ways?

THEME 3 FOREST RESOURCE MANAGEMENT: FOREST MANAGEMENT

OBJECTIVES

- 3.1 Maintain or increase land capital

DEVICES

- 3.1 Designate the Ministry of Forests as the lead agency for the process of forest resources management. The Ministry of Forests will be responsible for building a consensus decision-making process among ministries.
- 3.2 Inter-agency coordination is essential for good forest management.
- 3.3 Expand TSA committees with representation from all sectors including the public.
- 3.4 Incentives are needed for management of all forest resources including mineral resources
- 3.5 Remove decisions from political arena to ensure financial stability.
- 3.6 Forest Resources Commission could expand to take on responsibilities of a Crown Corporation
- 3.7 Develop a Crown Timber Corporation to provide incentives for intensive harvesting and effective monitoring
- 3.8 Separate timber harvesting from other responsibilities

IMPLICATIONS and COMMENTS

- expanded TSA committees with public representation is key for consensus building
- current status is not acceptable
- "Crown Corporation" has poor connotations
- public vehicles for forest management can take long views regarding investment and expense. In addition they are able to work at a local scale for responsiveness.

THEME 4 FOREST RESOURCE MANAGEMENT: TIMBER HARVESTING

OBJECTIVES

- 4.1 Increased natural resource sensitivity to both economic and ecological needs and values
- 4.2 Apply harvesting options and methods in a manner which will allow the achievement of the Land Use Strategy
- 4.3 Develop long-term plans

DEVICES

- 4.1 Implement a diversity of methods according to land management objectives and values. For example: worker safety; habitat; water; visibility (tourism); ecological diversity.
- 4.2 Develop a flexible legal and administrative structure to permit harvesting options.
- 4.3 Ministry of Forests must have adequate field staff which are directly involved in monitoring forest practices.

IMPLICATIONS and COMMENTS

- there may be higher costs of road access and some harvesting methods (such as helicopter methods)
- habitat can be preserved effectively through selective cutting practices
- different selection options increase value of yields over longer periods of time
- diversity and flexibility are essential ingredients in sustainability

THEME 5 COMMUNITY STABILITY

OBJECTIVES

- 5.1 Emphasize the community's roles in forest management
- 5.2 Mobilize the expertise of the whole community
- 5.3 Retention of the resource base and a recognition of policies which will ensure good, long-term stewardship

DEVICES

- 5.1 Stability and security of forest licences is key to community stability
- 5.2 Rewrite TFL agreements to include "value-added"
- 5.3 Economic diversity contributes to community stability
- 5.4 Establish accountability by moving decision making closer to the communities

- 5.6 Implement community revenue sharing
- 5.7 Provide an unrestricted flow of wood between districts
- 5.8 Encourage community input into intensive forestry management
- 5.9 The maintenance of international competitiveness, partly through exploitation of niche markets may encourage community stability
- 5.10 Encourage small area-based tenures
- 5.11 Develop long-term plans and goals to provide direction
- 5.12 There must be warnings of major changes such as plant/mill closings which give communities enough time to consider options and alternatives
- 5.13 Provide industry with guidelines which will support community stability

IMPLICATIONS and COMMENTS

- distinguish between local input in forest resources management and local tenure - the former can exist without the latter.
- tracking/recording what we do is key to informed decision-making
- what is a community?
- quality of life is an essential component of community stability
- community stability is directly related to good stewardship
- recognize that people can also be viewed as resources

THEME 6 PUBLIC INVOLVEMENT

OBJECTIVES

- 6.1 Develop an effective public involvement mechanism (possibly through the Ministry of Forests) that is open and accessible and consistent throughout the province, and one which is flexible in the actual involvement structure/composition at the local level.

DEVICES

- 6.1 Expand representation on TSA committees to allow local/regional involvement.
- 6.2 Cabinet should retain the final authority in the decision-making processes.
- 6.3 Establish local planning boards which are comprised of user groups, resource professionals and local politicians which would advise the implementers (for example: resource agencies, industry) on land allocation and management options within the context of provincial and regional land resource strategies.
- 6.4 Adequate funding must be available (possible revenue from resources)
- 6.5 Establish good public education opportunities so that public involvement processes are comprised of informed/educated public
- 6.6 Develop local area resource boards
- 6.7 Public involvement should result from elected and appointed representation
- 6.8 Support planning boards with legal or legislative statute

IMPLICATIONS and COMMENTS

- participants in the public involvement process must consider "what will be credible" as a basis for building ownership of the results
- responsibility of the board must be defined; boards composed of both elected and appointed members would provide both accountability and expertise

THEME 7 ECONOMICS

OBJECTIVES

- 7.1 Provide a stable economic base
- 7.2 Ensure community stability

DEVICES

- 7.1 Recognize woodlots as a different form of harvesting
- 7.2 Develop a "user-pays" system in tourism and recreation if the private sector is given the responsibility and security for management of outdoor resources where there is some enhancement
- 7.3 Establish a zone development process for economic management where all parties are clear about the short and long term uses and cycles that the resource base will be subjected to
- 7.4 Enhanced government support for small businesses
- 7.5 Establish/encourage a competitive log market
- 7.6 Community participation in the planning process will allow community access to input regarding the economics of the industry
- 7.7 Formulate an Integrated Resource Plan which examines and determines forest values
- 7.8 Avoid sole industry dependence

IMPLICATIONS and COMMENTS

- must be clear on the results of pursuing non-harvesting activities
- user fees are difficult for general outdoor use
- native land claim settlements must be considered

THEME 8 EDUCATION

OBJECTIVES

- 8.1 Establish systems of education at all levels on the values of the entire resource base and users of the resource.

DEVICES

- 8.1 Create a new faculty of Natural Resource Management in northern B.C. to increase opportunities for foresters in northern areas.
- 8.2 Provide education within the forest industry
- 8.3 Provide training (and certification) of forest workers. Support formal education and environmental awareness courses for all forest workers.
- 8.4 Establish a natural resource curriculum in primary and secondary schools.
- 8.5 Encourage free sharing of information.
- 8.6 Develop a cooperative program which combines education and work experience

IMPLICATIONS and COMMENTS

- public education is key to understanding the management of natural resources
- mandatory certification of forest workers may not be desirable
- there is currently a lack of research and documentation of forest practices
- currently there is a lack of practical skills and knowledge

APPENDIX 7

**WORKSHOP
SUMMARY**

for

VERNON

October 26-28, 1990

VERNON WORKSHOP

THEME 1 LAND USE STRATEGY

OBJECTIVES

- 1.1 Determine and examine full variety of values pertaining to land and land use.
- 1.2 Develop mechanisms for central planning that are sensitive to local issues.
- 1.3 Encourage, through Land Use Planning, education and cooperation between various users and interested public.
- 1.4 Formulate an overall provincial set of rules/guidelines/principles to structure land use, while allowing for decentralized community input/control.
- 1.5 Establish a coordinated effort to develop a Land Use Strategy for B.C. which considers all resources and values pertaining to land use issues.

DEVICES

- 1.1 Develop an inter-ministry Provincial Land Use Strategy as an overlay for determination of regional land use. This will involve: Cabinet; Provincial Land Use Commission to ensure that goals fit with the provincial objectives; regional land use committees; and professional resource managers.
- 1.2 Coordinate the efforts of various groups which are addressing land use issues (for example: Provincial Round Table; the Old Growth Strategy; Tourism Strategy)
- 1.3 Expand the TSA hearings
- 1.4 General land use plans and management for northern B.C. centrally determined.
- 1.5 Establish an integrated master plan for land use with clear regional input to manage for the short term agendas.
- 1.6 Establish a detailed inventory of forest resources which examines other values. Other values/interests to be considered in the inventory include: landscape; recreation; trapping/guiding; spiritual; timber; fish and wildlife; medicinal; berries/mushrooms; water; minerals; rangeland; tourism; heritage; and other concerns relating to land use issues. This inventory will consider both present levels and future concerns such as carrying capacity. This could be initially carried out by each resource agency and coordinated by a resource team.
- 1.7 Regional committees will address issues in regards to specific regional and local concerns.
- 1.8 Decisions are the responsibility of professional resource managers (Ministry of Forests; Ministry of Environment; Ministry of Parks).
- 1.9 User groups would have the opportunity and encouragement to make input locally and at the provincial level.

- 1.10 Dispute settlement should be outside of cabinet. Decisions should not be subject to instability due to the four year election system.
 - possible mechanism for addressing land use questions could be Regional Round Tables; a permanent Forest Resources Commission body; or an elected board similar to school boards
- 1.12 A plebiscite or referendum may be used to solve resource board disagreements. This would avoid cabinet making all land use decisions.
- 1.13 The public should be meaningfully involved throughout the system
- 1.14 Centralized decision-makers and planners should set up a system of zoning and define categories.
- 1.15 The Forest Service should identify the capabilities of various specific regions for sustainable resource production
- 1.16 A common definition of "community" must be found.
- 1.17 Increase public advisory meetings to ensure local input and information.
- 1.18 Overall objectives are to be determined centrally (provincially)
- 1.19 Regional/local implementation and management of provincial objectives will combine central goals and overviews with local specificity and regional diversity
- 1.20 Establish a system of zoning of the highest and best use of land (priority use) based on a broad range of values
- 1.21 The Land Use Commission could be either a centralized agency or a Resource Management Crown Corporation to act as a coordinating body which accesses and links agencies such as: the Ministries of Forests; Environment; Parks; Mines and Petroleum Resources; Tourism; Lands; Agriculture and Fisheries

IMPLICATIONS and COMMENTS

- current five-year plans are not relevant for user groups; user groups do not use land based on a five year plan
- concern with polarization if issues are delegated to community level entirely
- how is the "provincial master plan" designed?
- long periods of debate over land use will make decisions difficult
- must ensure that the entity making decisions does not become their own level of government
- offices have already been centralized to District level - they should again be decentralized. It might, however, be costly to maintain the offices.
- the movement towards decentralization should be gradual
- an increase in public advisory meetings would increase local control and possibly decentralization
- who would be the "central planning agency"?
- local government should have input into planning and decisions but should not have control

THEME 2 FOREST RESOURCE MANAGEMENT: TENURE SYSTEM

OBJECTIVES

- 2.1 Provide security for the companies, investors and employees
- 2.2 Establish long term stable forest management
- 2.3 Encourage a competitive market
- 2.4 Establish accountability and responsibility
- 2.5 Manage for all forest values
- 2.6 Increase community involvement, participation and control
- 2.7 Ensure "sustainability"
- 2.8 Establish a system which is flexible and dynamic in order to be able to incorporate new knowledge and ideas
- 2.9 Ensure the maintenance of biological diversity

DEVICES

- 2.1 Ensure good, effective reforestation techniques.
- 2.2 Encourage better monetary value for trees.
- 2.3 Implementation of a gradual conversion to smaller area-based tenures.
- 2.4 Support and encourage small business tenures and woodlots.
- 2.5 Provide smaller processing businesses with access to wood
- 2.6 Expand TFLs by "rolling-over" volume-based quotas into area-based tenures.
- 2.7 Include forest management agreements which consider integrated resource management in TFL requirements, so that the operator is obligated to consider other values and interests.
- 2.8 Establish an inventory of all tenure systems on Crown Land.
- 2.9 Address discussion of tenure for range, guide/out fitters and other user groups.
- 2.10 Establish target dates of a maximum of two years for completion of inventory and formulation of land use strategy. Priority areas should be established and considered urgent.
- 2.11 Place a moratorium on issuing new tenures (two years).
- 2.12 Separate the wood supply form the tenure system
- 2.13 Encourage long-term industry investment by providing secure long-term tenure.
- 2.14 Encourage "value-added" manufacturing
- 2.15 Consideration should be given to increasing the length of time tenures are held for to encourage foresight and care for the future (possibly 100 years)
- 2.16 Establish a moratorium on setting pulpwood agreements until the Forest Commission report is released
- 2.17 Create a mechanism for evaluating management performance which involves several elements such as public involvement; all resource values; silviculture

- 2.18 Establish a means by which local authorities have the necessary resources to correct problems
- 2.19 Encourage a diversity of tenures which will be audited for performance and establish accountability
- 2.19 Maintain existing TFL's and work on quotas from existing licences
- 2.20 Support local tenure initiatives

IMPLICATIONS and COMMENTS

- the current economic base is dependent on larger mills
- small does not necessarily mean better managed
- privatizing management for other resources could be detrimental - current legislation requires that existing tenures be renewed
- "fall-down" effect is an issue that should be addressed by accurate inventories and zoning
- harvesting of forests has been delegated but management of forests has not
- companies which exist for profit will not necessarily manage for the long term
- compensation will be costly if rapid conversion to small area-based tenures occurs.
- companies have in the past harvested and then left the area which has resulted in mills closing
- there may not be enough time for a gradual shift to small area-based tenures
- many decisions on forest management are currently made outside the region effected and/or outside of B.C.
- there is a public perception that a small number of entities are currently controlling a large proportion of the forest base. More information is needed; is this perception correct or misinformed?
- decisions must be made on what the societal goals for the tenure system before changes can be considered. Changes in the tenure system should be determined on the basis of what society feels it wants to achieve through tenure.
- TFL's provide/allow for the scope for considering other resource values. They supply a degree of continuity, planning and capitalization.
- tenure currently does not manage all resource values
- native land claims must be settled
- who will oversee the management of native forested lands?

THEME 3 FOREST RESOURCE MANAGEMENT: FOREST MANAGEMENT

OBJECTIVES

- 3.1 Promote integrated planning and management.
- 3.2 Integrate the concerns/demands of various resource users.
- 3.3 Ensure the neutrality of decision-makers.
- 3.4 Ensure a long-term, stable commitment to funding
- 3.5 Eliminate political influences
- 3.6 Planning and implementation should not be separated but established as cooperative links
- 3.7 Establish well funded and adequately staffed operational units which are comprised of resource agencies to work at local and regional levels.

DEVICES

- 3.1 Create a Crown Corporation to administer a small business program. Ministry of Forests will retain the role of managing the timber resource.
- 3.2 Standardize management unit boundaries across the ministries which relate to natural resources and land use issues.
- 3.3 Establish communication across agencies and ministries to promote integrated land use strategies. Communication across the government resource agencies could be legislated.
- 3.4 Create a new Forest Resources Act which will better meet objectives of Integrated management.
- 3.5 Form a new "neutral" renewable resources Ministry, and allow a Crown Corporation to manage forests and the small business program.
- 3.6 Maintain current status (for example, Okanagan model). However, increase responsibilities for the Ministry of Forests and review the status quo.
- 3.7 Mirror the provincial structure at the regional level.
- 3.8 Create a Ministry of Ecology to examine issues and concerns surrounding natural systems.
- 3.10 Integrate technologies across all ministries to facilitate information sharing.
- 3.11 The contentious areas where competing demands exist for resources and the land base must be made the priority indetermining land utilization.
- 3.12 Develop a new Forest Act
- 3.13 Establish a Crown Corporation which could be in charge of the Small Business Program. By doing so it would be able to address/manage and avoid conflicts of interest between BCFS as licensee and as regulator under the Small Business Program

- 3.14 Harvesting guidelines with legal force should be incorporated into the Forest Practices Act
 - rewards and penalties should be set
 - objectives (for example an undiminished water supply; undiminished salmon capability) should be set with strong penalties if these objectives are not met
- 3.15 There must be adequate staffing to enforce regulations
- 3.16 Create a form of corporation or enhanced agency which is based on a land use strategy with adequate resources. All resource values must have an equal say.
- 3.17 Establish the means for effective enforcement of management decisions

IMPLICATIONS and COMMENTS

- prospects for success of a new "Super Ministry" are questionable
- adequate financial resources must be made available
- education programs will increase both awareness and responsibility

THEME 4 FOREST RESOURCE MANAGEMENT: TIMBER HARVESTING

OBJECTIVES

- 4.1 Address all needs/values when designing plans for timber harvesting.
- 4.2 Establish harvesting methods which are based on sound ecological and social principles

DEVICES

- 4.1 There needs to be agreement on what is meant by "increased sensitivity" and how to implement methods which respect this.
- 4.2 Harvesting plans should address needs/values pertaining to four criteria: biological; economic; social; ecological considerations.
- 4.3 Establish/support a land zoning system which is based on an overall land use strategy to establish dominant use/priorities to be considered by the timber harvesting plan.
- 4.4 Viewscape logging may decrease public/ tourist dissatisfaction with current logging operations.
- 4.5 Broaden the consideration and evolution of different harvesting practices (for example: selection logging, landscape forestry)
- 4.6 Research into new practices should be supported (for example: ragged edges to reduce blowdown, improve aesthetics)

- 4.7 Accept a variety of harvesting methods which can be adjusted to suit specific sites.
- 4.8 Consider surrounding climate when designing the harvesting plan (for example: consider the future affects of prevailing winds on the cutblocks)

IMPLICATIONS and COMMENTS

- although all needs/values must be addressed, it must be recognized that not all can be met
- may result in a reduction of the timber harvesting and base
- there may be large costs involved in satisfying obligations of consideration of a full range of values and interests
- native land claims must be addressed

THEME 5 COMMUNITY STABILITY

OBJECTIVES

- 5.1 Maintain employment and investment in rural communities by ensuring economic viability in the industry.
- 5.2 Ensure the retention of a local stable economic base. This must be a primary consideration in decision-making which are related to tenure and resource uses/allocation
- 5.3 Forest management and forestry issues must be increasingly sensitive to community interests
- 5.4 Community needs must be protected

DEVICES

- 5.1 Allow communities greater control of forest land management areas, including creation of community forests.
- 5.2 Support some community control of tenures while still maintaining the existing industry.
- 5.3 Maintain current status.
- 5.4 Link tenure to communities to guarantee jobs
- 5.5 Encourage value-added manufacturing and community economics
- 5.6 Increase the involvement in local forest management decisions which result in smaller area-based tenures and local woodlots.
- 5.7 Encourage/support smaller tenures and woodlots

IMPLICATIONS and COMMENTS

- ideas of how to reach the goal of community stability vary greatly
- companies want long term investment security but do not offer long term job security

THEME 6 PUBLIC INVOLVEMENT**OBJECTIVES**

- 6.1 Establish and support local boards and regional public involvement will provide direct input and recommendations into the land use strategy; zoning and area designation and logging plans such as five-year plans
- 6.2 Ensure that various interests are considered in the planning and decision-making process

DEVICES

- 6.1 Establish forest management boards or a similar forest management entity (such as a board committee) to include a broad range of interests.
- 6.2 Members of the regional resource board/committee will be appointed by stakeholder groups these may be paid positions depending on workloads and commitment
- 6.3 Locally based boards could be based on TSA districts.
- 6.4 Local and branch agencies (such as the Forest Service) may supply resource and reference people to the boards.
- 6.5 Public involvement at the regional/local level is encouraged in the form of advisory boards/committees. The process would function as part of the overall land use/centralized planning and coordinating agency
- 6.6 Regional boards are established as "advisory" and, while providing input, they do not have decision-making power
- 6.7 Increase input onto TSA committees

IMPLICATIONS and COMMENTS

- how are disputes going to be handled?
- the creation of a new Forestry Act may aid public involvement by avoiding duplication and working in isolation. It may encourage a cooperation and therefore will attempt to reduce conflicts.
- must determine how much control can be given to public input
- public involvement vehicles must be dynamic

THEME 7 ECONOMICS

OBJECTIVES

- 7.1 Undertake an inquiry into the value of all resource uses to allow an economic strategy to be prepared
- 7.2 Emphasize economic returns based on after-logging value. Maximize the return from the log.

DEVICES

- 7.1 Eliminate the MOU between USA and Canada
- 7.2 Maintain current status
- 7.3 Introduce value-added community tenures
- 7.4 Establish user fees and reinvest revenue into the resource base.
- 7.5 Recycle some forest revenues directly back to the forests.
- 7.6 Public should have involvement and input on how stumpage fees are determined
- 7.7 Reviews the Small Business Enterprise Program (especially the value-added segment of the program) and analyze the prospects for similar projects
- 7.8 Establish a source of funds to recover the costs of damages

IMPLICATIONS and COMMENTS

- would user fees for recreation actually cost more than it would produce in revenue? Currently 1% of the budget is spent on recreation.
- is the Crown receiving a fair return from the forest resource? Is it possible to get a fair return and keep companies in business? Is the direct revenue (stumpage) the only benefit from forest production?
- should old growth timber be sold at a premium which reflects its scarcity?
- should forest management be linked to forest processors? Mills need a security of supply. Forest harvesters need income from harvesting rights.
- stability in the log supply would be threatened by the lack of security due to an open market

THEME 8. EDUCATION

OBJECTIVES

- 8.1 Provide broad education and training at all levels.
- 8.2 All education should be balanced and unbiased, and include various sources of information.
- 8.3 Education should include/focus on ecological principles
- 8.4 Emphasize public education programs.

DEVICES

- 8.1 Enhance the UBC Faculty of Forestry.
- 8.2 Creation of new faculty at U.N.
- 8.3 Train forest workers basic forestry understanding. Certification, if required, could be available through vocational schools.
- 8.4 Develop a coordinated resource management curriculum with other resource users
- 8.5 Encourage/support research into and publishing of "new trends" information; principles of forest ecology and economics
- 8.6 Provide funding for ENGOs to research, publish, catalogue new trends and information
- 8.7 Introduce a Land Base Education program to all levels.
- 8.9 Develop a coordinated resource management curricula which integrates various resource and land use issues.
- 8.10 Increase worker awareness of safety.
- 8.11 Increase the support for good technical schools
- 8.12 University funding should not be based in industry so that research/education is not biased
- 8.13 Create demonstration projects for secondary schools which study such areas as ecology; basic forestry

IMPLICATIONS and COMMENTS

- schools currently do not educate students about issues/information concerning resources in B.C.
- people must be encouraged/taught to think
- two forestry programs should not be established to compete with each other
- there is a danger with broad education that we limit specialization. We should continue to educate specialists
- more alternatives must be taught to foresters. Current focuses on clearcutting are too limiting.
- may be negative implications associated with requiring certification of workers
- who designs programs and decides upon curricula?

ADVICE/COMMENTS TO THE COMMISSION

- under-representation of non-aligned parties
- better communication to the public of the FRC's activities
- better utilization of the media; make available material/information about the FRC through government agents and ministries
- the use of the term "increased sensitivity" in terms of timber harvesting needs clarification
- the Economics section was vague and unclear and did not address the issues adequately
- more communication is needed between the FRC and the "environmental community"
- priorities should include:
 - land and water use strategy with both central and regional input
 - public involvement
 - research and development
 - adequate funding and staffing
 - community stability through diverse and local area-based tenures
- increase the use of the media to make more information available
- information should be made available through the FRC or government agents
- the "Options Paper Summary" appeared to be biased
- comments made in the "Options Paper Summary" which referred to disregarding opinions which rejected the basic assumptions of a consumer society are highly controversial
- ensure that there is not special access by any group to the FRC
- regulations need to apply to private lands, not just "managed" private lands (for example: the Scandinavian models)

The objective of all these priorities is to derive from our forests the highest possible, social, ecological, and economic values for the benefit of all British Columbians.

APPENDIX 7

**WORKSHOP
SUMMARY**

for

VERNON

October 26-28, 1990

VERNON WORKSHOP

THEME 1 LAND USE STRATEGY

OBJECTIVES

- 1.1 Determine and examine full variety of values pertaining to land and land use.
- 1.2 Develop mechanisms for central planning that are sensitive to local issues.
- 1.3 Encourage, through Land Use Planning, education and cooperation between various users and interested public.
- 1.4 Formulate an overall provincial set of rules/guidelines/principles to structure land use, while allowing for decentralized community input/control.
- 1.5 Establish a coordinated effort to develop a Land Use Strategy for B.C. which considers all resources and values pertaining to land use issues.

DEVICES

- 1.1 Develop an inter-ministry Provincial Land Use Strategy as an overlay for determination of regional land use. This will involve: Cabinet; Provincial Land Use Commission to ensure that goals fit with the provincial objectives; regional land use committees; and professional resource managers.
- 1.2 Coordinate the efforts of various groups which are addressing land use issues (for example: Provincial Round Table; the Old Growth Strategy; Tourism Strategy)
- 1.3 Expand the TSA hearings
- 1.4 General land use plans and management for northern B.C. centrally determined.
- 1.5 Establish an integrated master plan for land use with clear regional input to manage for the short term agendas.
- 1.6 Establish a detailed inventory of forest resources which examines other values. Other values/interests to be considered in the inventory include: landscape; recreation; trapping/guiding; spiritual; timber; fish and wildlife; medicinal; berries/mushrooms; water; minerals; rangeland; tourism; heritage; and other concerns relating to land use issues. This inventory will consider both present levels and future concerns such as carrying capacity. This could be initially carried out by each resource agency and coordinated by a resource team.
- 1.7 Regional committees will address issues in regards to specific regional and local concerns.
- 1.8 Decisions are the responsibility of professional resource managers (Ministry of Forests; Ministry of Environment; Ministry of Parks).
- 1.9 User groups would have the opportunity and encouragement to make input locally and at the provincial level.

- 1.10 Dispute settlement should be outside of cabinet. Decisions should not be subject to instability due to the four year election system.
 - possible mechanism for addressing land use questions could be Regional Round Tables; a permanent Forest Resources Commission body; or an elected board similar to school boards
- 1.12 A plebiscite or referendum may be used to solve resource board disagreements. This would avoid cabinet making all land use decisions.
- 1.13 The public should be meaningfully involved throughout the system
- 1.14 Centralized decision-makers and planners should set up a system of zoning and define categories.
- 1.15 The Forest Service should identify the capabilities of various specific regions for sustainable resource production
- 1.16 A common definition of "community" must be found.
- 1.17 Increase public advisory meetings to ensure local input and information.
- 1.18 Overall objectives are to be determined centrally (provincially)
- 1.19 Regional/local implementation and management of provincial objectives will combine central goals and overviews with local specificity and regional diversity
- 1.20 Establish a system of zoning of the highest and best use of land (priority use) based on a broad range of values
- 1.21 The Land Use Commission could be either a centralized agency or a Resource Management Crown Corporation to act as a coordinating body which accesses and links agencies such as: the Ministries of Forests; Environment; Parks; Mines and Petroleum Resources; Tourism; Lands; Agriculture and Fisheries

IMPLICATIONS and COMMENTS

- current five-year plans are not relevant for user groups; user groups do not use land based on a five year plan
- concern with polarization if issues are delegated to community level entirely
- how is the "provincial master plan" designed?
- long periods of debate over land use will make decisions difficult
- must ensure that the entity making decisions does not become their own level of government
- offices have already been centralized to District level - they should again be decentralized. It might, however, be costly to maintain the offices.
- the movement towards decentralization should be gradual
- an increase in public advisory meetings would increase local control and possibly decentralization
- who would be the "central planning agency"?
- local government should have input into planning and decisions but should not have control

THEME 2 FOREST RESOURCE MANAGEMENT: TENURE SYSTEM

OBJECTIVES

- 2.1 Provide security for the companies, investors and employees
- 2.2 Establish long term stable forest management
- 2.3 Encourage a competitive market
- 2.4 Establish accountability and responsibility
- 2.5 Manage for all forest values
- 2.6 Increase community involvement, participation and control
- 2.7 Ensure "sustainability"
- 2.8 Establish a system which is flexible and dynamic in order to be able to incorporate new knowledge and ideas
- 2.9 Ensure the maintenance of biological diversity

DEVICES

- 2.1 Ensure good, effective reforestation techniques.
- 2.2 Encourage better monetary value for trees.
- 2.3 Implementation of a gradual conversion to smaller area-based tenures.
- 2.4 Support and encourage small business tenures and woodlots.
- 2.5 Provide smaller processing businesses with access to wood
- 2.6 Expand TFLs by "rolling-over" volume-based quotas into area-based tenures.
- 2.7 Include forest management agreements which consider integrated resource management in TFL requirements, so that the operator is obligated to consider other values and interests.
- 2.8 Establish an inventory of all tenure systems on Crown Land.
- 2.9 Address discussion of tenure for range, guide/out fitters and other user groups.
- 2.10 Establish target dates of a maximum of two years for completion of inventory and formulation of land use strategy. Priority areas should be established and considered urgent.
- 2.11 Place a moratorium on issuing new tenures (two years).
- 2.12 Separate the wood supply form the tenure system
- 2.13 Encourage long-term industry investment by providing secure long-term tenure.
- 2.14 Encourage "value-added" manufacturing
- 2.15 Consideration should be given to increasing the length of time tenures are held for to encourage foresight and care for the future (possibly 100 years)
- 2.16 Establish a moratorium on setting pulpwood agreements until the Forest Commission report is released
- 2.17 Create a mechanism for evaluating management performance which involves several elements such as public involvement; all resource values; silviculture

- 2.18 Establish a means by which local authorities have the necessary resources to correct problems
- 2.19 Encourage a diversity of tenures which will be audited for performance and establish accountability
- 2.19 Maintain existing TFL's and work on quotas from existing licences
- 2.20 Support local tenure initiatives

IMPLICATIONS and COMMENTS

- the current economic base is dependent on larger mills
- small does not necessarily mean better managed
- privatizing management for other resources could be detrimental - current legislation requires that existing tenures be renewed
- "fall-down" effect is an issue that should be addressed by accurate inventories and zoning
- harvesting of forests has been delegated but management of forests has not
- companies which exist for profit will not necessarily manage for the long term
- compensation will be costly if rapid conversion to small area-based tenures occurs.
- companies have in the past harvested and then left the area which has resulted in mills closing
- there may not be enough time for a gradual shift to small area-based tenures
- many decisions on forest management are currently made outside the region effected and/or outside of B.C.
- there is a public perception that a small number of entities are currently controlling a large proportion of the forest base. More information is needed; is this perception correct or misinformed?
- decisions must be made on what the societal goals for the tenure system before changes can be considered. Changes in the tenure system should be determined on the basis of what society feels it wants to achieve through tenure.
- TFL's provide/allow for the scope for considering other resource values. They supply a degree of continuity, planning and capitalization.
- tenure currently does not manage all resource values
- native land claims must be settled
- who will oversee the management of native forested lands?

THEME 3 FOREST RESOURCE MANAGEMENT: FOREST MANAGEMENT

OBJECTIVES

- 3.1 Promote integrated planning and management.
- 3.2 Integrate the concerns/demands of various resource users.
- 3.3 Ensure the neutrality of decision-makers.
- 3.4 Ensure a long-term, stable commitment to funding
- 3.5 Eliminate political influences
- 3.6 Planning and implementation should not be separated but established as cooperative links
- 3.7 Establish well funded and adequately staffed operational units which are comprised of resource agencies to work at local and regional levels.

DEVICES

- 3.1 Create a Crown Corporation to administer a small business program. Ministry of Forests will retain the role of managing the timber resource.
- 3.2 Standardize management unit boundaries across the ministries which relate to natural resources and land use issues.
- 3.3 Establish communication across agencies and ministries to promote integrated land use strategies. Communication across the government resource agencies could be legislated.
- 3.4 Create a new Forest Resources Act which will better meet objectives of Integrated management.
- 3.5 Form a new "neutral" renewable resources Ministry, and allow a Crown Corporation to manage forests and the small business program.
- 3.6 Maintain current status (for example, Okanagan model). However, increase responsibilities for the Ministry of Forests and review the status quo.
- 3.7 Mirror the provincial structure at the regional level.
- 3.8 Create a Ministry of Ecology to examine issues and concerns surrounding natural systems.
- 3.10 Integrate technologies across all ministries to facilitate information sharing.
- 3.11 The contentious areas where competing demands exist for resources and the land base must be made the priority indetermining land utilization.
- 3.12 Develop a new Forest Act
- 3.13 Establish a Crown Corporation which could be in charge of the Small Business Program. By doing so it would be able to address/manage and avoid conflicts of interest between BCFS as licensee and as regulator under the Small Business Program

- 3.14 Harvesting guidelines with legal force should be incorporated into the Forest Practices Act
 - rewards and penalties should be set
 - objectives (for example an undiminished water supply; undiminished salmon capability) should be set with strong penalties if these objectives are not met
- 3.15 There must be adequate staffing to enforce regulations
- 3.16 Create a form of corporation or enhanced agency which is based on a land use strategy with adequate resources. All resource values must have an equal say.
- 3.17 Establish the means for effective enforcement of management decisions

IMPLICATIONS and COMMENTS

- prospects for success of a new "Super Ministry" are questionable
- adequate financial resources must be made available
- education programs will increase both awareness and responsibility

THEME 4 FOREST RESOURCE MANAGEMENT: TIMBER HARVESTING

OBJECTIVES

- 4.1 Address all needs/values when designing plans for timber harvesting.
- 4.2 Establish harvesting methods which are based on sound ecological and social principles

DEVICES

- 4.1 There needs to be agreement on what is meant by "increased sensitivity" and how to implement methods which respect this.
- 4.2 Harvesting plans should address needs/values pertaining to four criteria: biological; economic; social; ecological considerations.
- 4.3 Establish/support a land zoning system which is based on an overall land use strategy to establish dominant use/priorities to be considered by the timber harvesting plan.
- 4.4 Viewscape logging may decrease public/ tourist dissatisfaction with current logging operations.
- 4.5 Broaden the consideration and evolution of different harvesting practices (for example: selection logging, landscape forestry)
- 4.6 Research into new practices should be supported (for example: ragged edges to reduce blowdown, improve aesthetics)

- 4.7 Accept a variety of harvesting methods which can be adjusted to suit specific sites.
- 4.8 Consider surrounding climate when designing the harvesting plan (for example: consider the future affects of prevailing winds on the cutblocks)

IMPLICATIONS and COMMENTS

- although all needs/values must be addressed, it must be recognized that not all can be met
- may result in a reduction of the timber harvesting and base
- there may be large costs involved in satisfying obligations of consideration of a full range of values and interests
- native land claims must be addressed

THEME 5 COMMUNITY STABILITY

OBJECTIVES

- 5.1 Maintain employment and investment in rural communities by ensuring economic viability in the industry.
- 5.2 Ensure the retention of a local stable economic base. This must be a primary consideration in decision-making which are related to tenure and resource uses/allocation
- 5.3 Forest management and forestry issues must be increasingly sensitive to community interests
- 5.4 Community needs must be protected

DEVICES

- 5.1 Allow communities greater control of forest land management areas, including creation of community forests.
- 5.2 Support some community control of tenures while still maintaining the existing industry.
- 5.3 Maintain current status.
- 5.4 Link tenure to communities to guarantee jobs
- 5.5 Encourage value-added manufacturing and community economics
- 5.6 Increase the involvement in local forest management decisions which result in smaller area-based tenures and local woodlots.
- 5.7 Encourage/support smaller tenures and woodlots

IMPLICATIONS and COMMENTS

- ideas of how to reach the goal of community stability vary greatly
- companies want long term investment security but do not offer long term job security

THEME 6 PUBLIC INVOLVEMENT*OBJECTIVES*

- 6.1 Establish and support local boards and regional public involvement will provide direct input and recommendations into the land use strategy; zoning and area designation and logging plans such as five-year plans
- 6.2 Ensure that various interests are considered in the planning and decision-making process

DEVICES

- 6.1 Establish forest management boards or a similar forest management entity (such as a board committee) to include a broad range of interests.
- 6.2 Members of the regional resource board/committee will be appointed by stakeholder groups these may be paid positions depending on workloads and commitment
- 6.3 Locally based boards could be based on TSA districts.
- 6.4 Local and branch agencies (such as the Forest Service) may supply resource and reference people to the boards.
- 6.5 Public involvement at the regional/local level is encouraged in the form of advisory boards/committees. The process would function as part of the overall land use/centralized planning and coordinating agency
- 6.6 Regional boards are established as "advisory" and, while providing input, they do not have decision-making power
- 6.7 Increase input onto TSA committees

IMPLICATIONS and COMMENTS

- how are disputes going to be handled?
- the creation of a new Forestry Act may aid public involvement by avoiding duplication and working in isolation. It may encourage a cooperation and therefore will attempt to reduce conflicts.
- must determine how much control can be given to public input
- public involvement vehicles must be dynamic

THEME 7 ECONOMICS

OBJECTIVES

- 7.1 Undertake an inquiry into the value of all resource uses to allow an economic strategy to be prepared
- 7.2 Emphasize economic returns based on after-logging value. Maximize the return from the log.

DEVICES

- 7.1 Eliminate the MOU between USA and Canada
- 7.2 Maintain current status
- 7.3 Introduce value-added community tenures
- 7.4 Establish user fees and reinvest revenue into the resource base.
- 7.5 Recycle some forest revenues directly back to the forests.
- 7.6 Public should have involvement and input on how stumpage fees are determined
- 7.7 Reviews the Small Business Enterprise Program (especially the value-added segment of the program) and analyze the prospects for similar projects
- 7.8 Establish a source of funds to recover the costs of damages

IMPLICATIONS and COMMENTS

- would user fees for recreation actually cost more than it would produce in revenue? Currently 1% of the budget is spent on recreation.
- is the Crown receiving a fair return from the forest resource? Is it possible to get a fair return and keep companies in business? Is the direct revenue (stumpage) the only benefit from forest production?
- should old growth timber be sold at a premium which reflects its scarcity?
- should forest management be linked to forest processors? Mills need a security of supply. Forest harvesters need income from harvesting rights.
- stability in the log supply would be threatened by the lack of security due to an open market

THEME 8. EDUCATION

OBJECTIVES

- 8.1 Provide broad education and training at all levels.
- 8.2 All education should be balanced and unbiased, and include various sources of information.
- 8.3 Education should include/focus on ecological principles
- 8.4 Emphasize public education programs.

DEVICES

- 8.1 Enhance the UBC Faculty of Forestry.
- 8.2 Creation of new faculty at U.N.
- 8.3 Train forest workers basic forestry understanding. Certification, if required, could be available through vocational schools.
- 8.4 Develop a coordinated resource management curriculum with other resource users
- 8.5 Encourage/support research into and publishing of "new trends" information; principles of forest ecology and economics
- 8.6 Provide funding for ENGOs to research, publish, catalogue new trends and information
- 8.7 Introduce a Land Base Education program to all levels.
- 8.9 Develop a coordinated resource management curricula which integrates various resource and land use issues.
- 8.10 Increase worker awareness of safety.
- 8.11 Increase the support for good technical schools
- 8.12 University funding should not be based in industry so that research/education is not biased
- 8.13 Create demonstration projects for secondary schools which study such areas as ecology; basic forestry

IMPLICATIONS and COMMENTS

- schools currently do not educate students about issues/information concerning resources in B.C.
- people must be encouraged/taught to think
- two forestry programs should not be established to compete with each other
- there is a danger with broad education that we limit specialization. We should continue to educate specialists
- more alternatives must be taught to foresters. Current focuses on clearcutting are too limiting.
- may be negative implications associated with requiring certification of workers
- who designs programs and decides upon curricula?

ADVICE/COMMENTS TO THE COMMISSION

- under-representation of non-aligned parties
- better communication to the public of the FRC's activities
- better utilization of the media; make available material/information about the FRC through government agents and ministries
- the use of the term "increased sensitivity" in terms of timber harvesting needs clarification
- the Economics section was vague and unclear and did not address the issues adequately
- more communication is needed between the FRC and the "environmental community"
- priorities should include:
 - land and water use strategy with both central and regional input
 - public involvement
 - research and development
 - adequate funding and staffing
 - community stability through diverse and local area-based tenures
- increase the use of the media to make more information available
- information should be made available through the FRC or government agents
- the "Options Paper Summary" appeared to be biased
- comments made in the "Options Paper Summary" which referred to disregarding opinions which rejected the basic assumptions of a consumer society are highly controversial
- ensure that there is not special access by any group to the FRC
- regulations need to apply to private lands, not just "managed" private lands (for example: the Scandinavian models)

The objective of all these priorities is to derive from our forests the highest possible, social, ecological, and economic values for the benefit of all British Columbians.

Praxis

Prepared for:
B.C. Forest Resources Commission

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January 2, 1991

Analysis of Public Response to the
Options Paper
"The Future of Our Forests"

1.0 Public Response to the "Options Paper": An Introduction

1.1 Introduction

This paper has been prepared as a summary of the public responses to the "Options Paper" released by the Forest Resources Commission, October, 1990.

This section provides an overview of the Options presented to the public in the "Options Paper" and the public's response to these Options. The themes covered by the "Options Paper" include:

- Land Use Strategy
- Forest Resource Management
- Public Involvement
- Economics
- Education

Section Two presents an overview of all 690 responses received. Not included as separate submissions are the 181 form letters received from COOP Federated, which was treated as a single submission.

Section Three then presents an analysis of the submissions divided into the following interest group categories:

- Registered Professional Foresters (R.P.F.)
- Forest Industry (large operators)
- Forest Industry (small operators, i.e. woodlot owners)
- Environmental Organizations
- Senior Government (provincial/federal)
- Local Government (municipal)
- Other Interest Groups (non-consumptive and consumptive forest users, unions, etc.)
- Native Organizations

The main trends associated with each group are presented in a matrix, followed by an analysis of the similarities and differences between each group. In the case of the Environmental Organizations and Native Organizations, the low number of respondents who chose to select Options on one hand, and the low number of submissions from those two groups on the other, did not warrant the presentation of the information in the matrix. Instead, a written summary identifies the major concerns raised by the group in question.

1.2 Description of Options

In this section, each Option identified in the "Options Paper" is presented. This section is repeated on a foldout on the last page of the document. This foldout allows the reader to have the list of Options available while reading the supporting text when the foldout is open.

Land Use Strategy

- Option A Present status
- Option B Centralized planning
- Option C Decentralized planning

Forest Resource Management

The tenure system

- Option A Current Status
- Option B Tree Farm Licences expanded
- Option C Forest management agreements added to TFLs
- Option D Gradual conversion to more small area-based tenure agreements with resource management agreements
- Option E Rapid conversion to more small area-based tenure agreements

Forest management

- Option A Current Status
- Option B Development of a New Forest Resources Act
- Option C Creation of a forest resources ministry and independent corporation

Timber harvesting

- Option A Current Status
- Option B Selection logging
- Option C Increased sensitivity

Community stability

- Option A Current Status
- Option B More community control

Public Involvement

- Option A Current Status
- Option B Expand representation on TSA committees
- Option c Establish regional forest management boards or committees

Economics

- Option A Current Status
- Option B Further development of a competitive log market
- Option C User fees
- Option D Introduce "value-added" community tenures

Education

Post-secondary education

- Option A Current Status
- Option B Enhance present faculty at the University of British Columbia
- Option C New Faculty of Natural Resource Management

Education of forest workers

- Option A Current Status
- Option B Forest worker training program

2.0 Overview of Public Response to the "Options Paper"

2.1 Introduction

Each of the nine themes identified in the "Options Paper" Summary is presented in this section along with the public responses to the themes. This is followed by a matrix which outlines the results of each theme in greater detail. Following this is a discussion of those respondents who selected multiple Options. Finally, comments from respondents illustrate the various views concerning the Options presented.

The matrix presented in Table 1 summarizes the total responses. Each respondent's submission was summarized and the selection of Options coded accordingly. The coding was accomplished in two ways: 1) the respondent made a specific selection of the Option (s) he/she favours; 2) the respondent did not pick a specific Option but the comments presented on a particular topic were so specific that the reviewer could select the appropriate Option based on the arguments presented. Please note that in almost all cases, less than one half of the respondents comments were able to be categorized into the nine themes.

2.2 Overview of Responses

Land Use Strategy

- Almost two-thirds (61 %) of the respondents agreed that decentralization, as a land use strategy, was preferable to centralization, as communities are more sensitive to local conditions. It was also recognized that some centralized (provincial) body should develop overall objectives and planning priorities (top down-bottom up).

Forest Resource Management

Tenure

- Over fifty percent of the respondents (33% - Option D, gradual conversion to small area-based tenure agreements and 20% - Option E, rapid conversion to small area-based tenure) felt that small, area-based tenures was the most preferable Option. There was disagreement on the method to achieve this goal, the speed of achieving it, and the actual characteristics of this tenure.

Forest Management

- Nearly one-half of the respondents (47%) favoured Option C but Option B also received support (33%).

Timber Harvesting

- Regarding timber harvesting, 77.5 percent of respondents agreed with Option C -increased sensitivity.

Community Stability

- Eighty two percent of the respondents supported the "decentralization model", mentioned in the Land Use Strategy, by selecting Option B - more community control. However, a large number of submissions favouring Option B did not agree with restricting the flow of wood between districts.

Public Involvement

• Public Involvement generated extensive discussion. Most agreed involvement should be expanded but there was no agreement as to how involvement should be facilitated. There was a strong feeling that involvement must be heavily weighted toward the views of the community affected (small & rural) rather than from outside the region (large & urban). Over two-thirds (69.5%) of respondents supported this view.

Economics

• The economics theme was usually conceptualized as a combination of "Options". Most respondents recognized Options in this theme were not mutually exclusive. Preference included user fees, further development of a competitive log market and "value-added" community tenures.

Education

• Nearly two-thirds (64%) of the respondents supported the establishment of the University of the North. There was very strong support (92.5%) for the Option that forest workers should receive more training. Most respondents felt that education should be broadened to involve public school curriculum and programs for the general public.

Table 1: Summary of Public Responses

	Option A	Option B	Option C	Option D	Option E	N = Total #
Land use Strategy	10.5%	14.0%	61.0%	-	-	448
Tenure	03.0%	05.5%	12.0%	33.0%	20.0%	341
Forest management	12.0%	33.5%	47.0%	-	-	318
Timber harvesting	05.5%	11.0%	77.5%	-	-	327
Community stability	13.5%	82.5%	-	-	-	294
Public Involvement	03.5%	02.0%	69.5%	-	-	274
Economics	03.5%	09.0%	00.0%	28.5%	-	224
Post- secondary education	05.0%	19.0%	64.0%	-	-	249
Education of forest workers	07.0%	92.5%				304

Note: Percentages do not add up to 100% due to the rounding of figures

2.2 Combination of Options

Many respondents chose combinations of Options. These are presented in descending order as follows:

• <u>Land Use Strategy</u>	Option B/C = 8.0%
	Option A/C = 4.5%
	Option A/B = 2.0%
• <u>Tenure</u>	Option C/D = 8.0%
	Option B/C = 7.0%
	Option D/E = 4.5%
	Option B/C/D = 2.0%
	Option B/D = 1.5%
	Option C/E = 1.0%
	Option C/D/E = 1.0%
	Option A/C = 0.5%
• <u>Forest Management</u>	Option B/C = 5.5%
	Option A/B = 1.0%
	Option A/C = 1.0%
• <u>Timber Harvesting</u>	Option B/C = 4.5%
	Option A/C = 2.0%
	Option A/B = 0.5%
• <u>Community Stability</u>	Option A/B = 4.0%
• <u>Public Involvement</u>	Option B/C = 4.0%
	Option A/B = 1.0%
	Option A/C = 1.0%
• <u>Economics</u>	Option B/D = 16.0%
	Option B/C = 12.0%
	Option C/D = 11.0%
	Option B/C/D = 5.5%
	Option A/C = 5.0%
	Option A/B = 3.5%
	Option A/B/C = 2.5%
	Option A/D = 2.0%
	Option A/C/D = 1.0%
	Option A/B/C/D = 0.5%
• <u>Post-secondary Education</u>	Option B/C = 10.0%
	Option A/C = 2.0%
	Option A/B = 0.5%
• <u>Education of Forest Workers</u>	Option A/B = 0.5%

As can be seen, the "Economics" theme had by far the largest number of respondents selecting combinations of Options with the combination of Options B/D as the most common, followed by Options B/C and C/D.

2.4 Quotable Quotes

This section presents representative quotes from the public responses.

Land Use Strategy

- "Only local people have the resource knowledge and the "feeling" for local circumstances that can lead to really effective planning. The province is too large and diverse to have any kind of planning suitable to local conditions. There should be a provincial land use strategy - philosophically guided by government, but developed from the local level up through regions to the provincial level..."
- "Present status is unsatisfactory, no coordination, inadequate consideration of non-timber values. Centralized planning to provide a provincial perspective and decentralized planning for communities to have a say."
- "In terms of planning, some basic, centralized planning based on a systematic and reasonably uniform resource description and initial interpretations would provide a common ground to initiate more local planning."
- "Decentralized planning, that can be tailored to suit local conditions. The Crown would still have to be the final arbiter under this scenario."
- "Inventories/classification must be coordinated or standardized between various Ministries, agencies and companies to ensure a data-pool of compatible information."

Tenure

- "It is essential that we move towards smaller scaled-area-based tenures which will complement decentralized planning."
- "I believe the tenure system should emphasize greater proprietorship on the part of licensees and a broader base for that proprietorship. quota-based tenures such as forest licences and timber sale licences (major) should be rolled over into TFL. Small area based tenures should be created and awarded to a more diverse group of licensees,..."
- "I believe TFLs have been successful and should be expanded with intensive forestry responsibilities for large tenure holders. However, small area based tenures should be an option to some of the Small Business program now in place. Option D would be an interesting idea..."

Forest Management

- "Establish adequate inventories. Manage forest for the full range of values. Separate tenure from ownership of processing facilities. Look at creating more small area-based community sensitive tenures..."
- "...Increase staffing for the forest Service. Legislation needs to be toughened for infractions possibly with large fines."
- "Annual audits are necessary and removal of licence in case of poor logging and wastage."
- "There is no realistic way a 'neutral ministry' could survive and remain neutral !"

Timber Harvesting

- "Many clearcuts are overly large and should be reduced in the future. Logging of lodgepole pine is not possible on selective basis, 70% of stand would have to be left or would blowdown."
- "Clearcutting is the best silvicultural method of harvesting either old growth timber, or second growth stand."
- "Completely eliminating clearcutting would be a mistake, however increasing sensitivity would be great."
- "Clearcutting, slash burning, and road building should be severely reduced in favour of selective cutting."

Community Stability

- "Long term tenure provides stability."
- "Community Stability: current status not acceptable, but not sure if more community control creates stability."
- "Decentralized planning takes advantage of local knowledge and may tend to get a community more involved. Land use strategies would be community specific, aiding that community's stability."
- "Community stability is important but cannot be achieved by undo interferences in the free market. Its fine to encourage value added and there is merit in having a free log market, but I think it is naive to assume that controlling the resources in a community will automatically improve stability."

Public Involvement

- "Current status is extremely unsatisfactory. TSA committees do nothing about TFLs or non-TSA lands. Regional boards are most desirable."
- "This must be carried out in all stages of natural resource planning and management. Community approved, long term management plans should be in place for all management units."
- "Residents living within a watershed area should have the final say as to what will be done to the forest in their area."

Economics

- "I feel that the present AAC is too high and that stumpage is too low which all encourages mass-produced mediocre quality wood products and so-called spaghetti mills."
- "User fees are reasonable. Perhaps they should cover costs of management and lost opportunity, ie, wilderness."
- "The section on economics is biased towards the forest industry. The whole section should be re-written by resource and environment economists not by a forest economist."

- "Stumpage fees imposed on existing large tenures should reflect stumpage payments on small business sales."
- "Fibre exports should be restricted and existing harvest rights would be examined and regulated heavily."
- "We have to maintain the current large, primary breakdown facilities and provide stability through an area-based tenure system."

Post Secondary Education

- "University of the North would be best location for a new program with changed concepts over older curricula..."
- "Must be more than one university granting degrees. This will greatly reduce the harvesting bias UBC produces."
- "We can't afford more than one excellent university education program."

Education of Forest Workers

- "In Finland and Sweden, where forest workers are certified, numerous small towns have accessible vocational schools for this purpose [training of forest workers]. We must begin to seriously consider and develop programs for the certification of forest workers."
- "We really feel strongly that a program of training and certification in basic forest ecology and in forest management practices should be introduced for all who work in the woods."
- "Public education system should provide a balanced, non-aligned forest resource education, including hands-on field experiences."

3.0 Interest Group Analysis

This section presents the views of the eight major interest groups as follows:

- Registered Professional Foresters (R.P.F.)
- Forest Industry (large operators)
- Forest Industry (small operators, i.e. woodlot owners)
- Environmental Organizations
- Senior Government (provincial/federal)
- Local Government (municipal)
- Other Interest Groups (non-consumptive and consumptive forest users, unions, etc...)
- Native Organizations

For each interest group discussion, an overview, followed by a summary and matrix is presented. This is followed by the combination of Options selected by that interest group.

3.1 Registered Professional Foresters (R.P.F.)

3.1.1 Overview

- Forty individual submissions were received from non-affiliated R.P.Fs.
- Twenty-eight respondents selected Options presented in the "Options Paper"; others made general comments on the paper without choosing a particular Option and/or discussing other matters related to the forests in B.C.

3.1.2 Matrix Summary

- Decentralized planning (61%) was the preferred Option for land use strategy.
- Expansion of TFLs and forest management agreements added to TFLs were both favoured by R.P.Fs.
- Establishment of regional forest management boards or committees (79%) was clearly favoured by this group.
- Economics showed little consensus in this group; Options B and D were most frequently selected Options with 26.5 percent respectively.
- For Post-secondary Education, Options B and C both received support.

Table 3.1

	Option A	Option B	Option C	Option D	Option E	Combined Options	N = Total #
Land use Strategy	08.5%	17.0%	61.0%	-		13.5%	23
Tenure	04.5%	04.5%	04.5%	61.0%		25.5%	23
Forest management	09.5%	47.5%	43.0%	-			21
Timber harvesting	-	-	100.0%	-		-	20
Community stability	18.5%	68.5%	-	-		13.0%	16
Public Involvement	-	21.0%	79.0%	-		47.0%	19
Economics	-	26.5%	-	26.5%		-	15
Post-secondary education	-	31.0%	43.5%	-		25.0%	16
Education of forest workers	-	100.0%	-	-		-	17

3.1.3 Combination of Options

Many respondents chose combinations of Options. These are presented in descending order as follows:

Land Use Strategy

Option B/C 4.5%
Option A/C 4.5%
Option A/B 4.5%

Economics

Option A/D 13%
Option B/C 13%
Option B/C/D 13%
Option B/D 8%

Tenure

Option C/D 16.5%
Option B/C/D 4.5%
Option B/C 4.5%

Post Secondary Education

Option B/C 25%

Community Stability

Option A/B 13%

3.2 Forest Industry (large operators)

3.2.1 Overview

- Twenty large companies sent a submission responding to the "Options Paper". Fifteen different respondents selected Options.

3.2.2 Matrix Summary

- Land Use Strategy's Option C and a combination of Option B/C were supported by most large operators.
- No one Option under Tenure was clearly favoured by this group.
- Option B under Forest Management received the most support.
- With regard to regard to Community Stability, the Current Status (75%) was clearly favoured.
- In terms of Economics, the Current Status and the introduction of user fees received the most support; 33 percent respectively.
- The addition of a new Faculty of Natural Resources was well received (63%).
- The major issues of concern for large forest companies were :
 - possible loss of tenure
 - need for security of tenure
 - tenure tied to processing facilities to ensure investment in industry

Table 3.2

	Option A	Option B	Option C	Option D	Option E	Combined Options	N = Total #
Land use Strategy	14.0%	7.0%	43.0%	-		36.0%	14
Tenure	11.0%	22.0%	11.0%	22.0%		33.0%	09
Forest management	12.5%	50.0%	25.0%	-		12.5%	08
Timber harvesting	20.0%	10.0%	70.0%	-		-	10
Community stability	75.0%	-	-	-		25.0%	09
Public Involvement	10.0%	20.0%	50.0%	-		20.0%	10
Economics	33.0%	-	33.0%	11.0%		21.0%	09
Post-secondary education	-	18.0%	63.0%	-		19.0%	11
Education of forest workers	20.0%	80.0%	-	-		-	05

3.2.2 Combination of Options

Many respondents chose combinations of Options. These are presented in descending order as follows:

Land Use Strategy		Public Involvement		Community Stability	
Option B/C	36%	Option B/C	10%	Option A/B	25%
		Option A/B/C	10%		

Tenure

Option B/C/D 22%
Option A/C 11%

Economics

Option A/B 11%
Option A/B/C 10%

Forest Management

Option A/C 12.5%

Post Secondary Education

Option A/B 9.5%

3.3 Forest Industry (small operators)**3.3.1 Overview**

- Eleven respondents were identified as small operators. Six selected Options were presented in the "Options Paper".

3.3.2 Matrix Summary

- Decentralized planning (50.5%) was favoured by this group.
- Conversion to smaller area-based tenure received strong support; 60 percent for Option D and 40 percent for Option E.
- In terms of Economics, value added community tenures received the strongest support (60%).
- Major issues of concern for small operators :
 - wants to see more diversified forms of tenure
 - large operators control too much of the productive forest
 - too much control of the productive forest by large companies

Table 3.3

	Option A	Option B	Option C	Option D	Option E	Combined Options	N = Total #
Land use Strategy	16.5%	-	50.5%	-	-	33.0%	6
Tenure	-	-	-	60.0%	40.0%	-	5
Forest management	25.0%	-	50.0%	-	-	25.0%	4
Timber harvesting	-	25.0%	75.0%	-	-	-	4
Community stability	-	100.0%	-	-	-	-	4
Public Involvement	-	17.5%	65.0%	-	-	17.5%	6
Economics	-	-	-	60.0%	-	40.0%	5
Post-secondary education	-	25.0%	75.0%	-	-	-	4
Education of forest workers	-	100.0%	-	-	-	-	4

3.3.3 Combination of Options

Many respondents chose combinations of Options. These are presented in descending order as follows:

Land Use Strategy

Option A/C 16.5%
Option B/C 16.5%

Forest Management

Option B/C 25%

Public Involvement

Option B/C 17.5%

Economics

Option B/D 20%
Option B/C 20%

3.4 Environmental Organizations

The majority of submissions from "Environmental Organizations" did not specifically address the Options presented in the Paper, as they perceived the information given to be biased toward the forest industry. Many submissions felt dismissal of the 'preservationist view' by the Commission was an error and that it was time to question some of the basic assumptions of our consumer society.

In general, the need for a major overhaul of the management of our forests, as well as a clearly-defined land use strategy, was expressed. A move toward smaller area-based tenure and an increase in the use of selective logging instead of clearcutting was also mentioned. It was also made clear that economic concerns should not override environmental concerns, and that much more should be done to increase and improve environmental education at all levels of society.

3.5 Senior Government (provincial/federal)

3.5.1 Overview

- Twelve submissions were received from government agencies. Ten selected Options from the Paper.

3.5.2 Matrix Summary

- Decentralized planning for the Land Use Strategy was clearly favoured (70%).
- Conversion to smaller area-based tenure was clearly favoured by this group. (62.5%).
- Under forest management, Option B and C received important support.
- Under Public Involvement, Option B and C were both seen as viable Options.
- Further development of a competitive log market (Option B) was seen as viable Option by 50 percent of the respondents in this group.
- In terms of Post-secondary Education, Option B was the most favoured (67%).

Table 3.5

	Option A	Option B	Option C	Option D	Option E	Combined Options	N = Total #
Land use Strategy	20.0%	10.0%	70.0%	-	-	-	10
Tenure	-	-	-	37.5%	25.0%	37.5%	8
Forest management		45.0%	33.0%	-		22.0%	9
Timber harvesting	12.5%	-	87.5%	-	-	-	8
Community stability	14.0%	86.0%	-	-	-	-	7
Public Involvement	-	37.5%	50.0%	-	-	12.5%	8
Economics	-	50.0%	-	16.5%	-	33.0%	6
Post-secondary education	-	67.0%	33.0%	-	-	-	6
Education of forest workers	12.5%	87.5%	-	-	-	-	8

3.5.3 Combination of Options

Many respondents chose combinations of Options. These are presented in descending order as follows:

Tenure

Option B/D 12.5%
Option C/D 12.5%
Option B/C/D 12.5%

Public Involvement

Option B/C 12.5%

Forest Management

Option B/C 11.0%
Option A/B 11.0%

Economics

Option B/C 16.5%
Option B/C/D 16.5%

3.6 Local Government (municipal)

3.6.1 Overview

- Eight submissions were received from Local Government and six selected Options.

3.6.2 Matrix Summary

- Conversion to smaller area-based tenure was favoured by this group (60%).
- Under Forest Management, the Current Status as well as Option B/C was supported by this group (40% respectively).
- Option D in Economics was preferred (50%).

Table 3.6

	Option A	Option B	Option C	Option D	Option E	Combined Options	N = Total #
Land use Strategy	17.0%	-	83.0%	-	-	-	6
Tenure	-	20.0%	20.0%	60.0%	-	-	5
Forest management	40.0%	-	20.0%	-	-	40.0%	5
Timber harvesting	20.0%	-	80.0%	-	-	-	5
Community stability	17.0%	66.0%	-	-	-	17.0%	6
Public Involvement	-	17.0%	83.0%	-	-	-	6
Economics	-	25.0%	-	50.0%	-	25.0%	4
Post- secondary education	-	-	100.0%	-	-	-	2
Education of forest workers	25.0%	75.0%	-	-	-	-	4

3.6.3 Combination of Options

Many respondents chose combinations of Options. These are presented in descending order as follows:

Forest Management

Option B/C 40%

Economics

Option A/C 25%

Community Stability

Option A/B 17%

3.7 Interest Groups (non-consumptive and consumptive forest users & others)

3.7.1 Overview

Seventeen submissions were gathered from various interest groups. The range of submissions included outdoor organizations, unions, Chambers of Commerce, and Citizens' associations. Eleven separate respondents selected Options presented in the Paper.

A large majority of the respondents remarked on the lack of a clear vision for the Province regarding its forest resources. The need for a clearly-defined land use strategy and inventory was expressed time and time again. Non-consumptive user groups (outdoor clubs, naturalists) were disappointed with the "Options Paper" which they felt was biased towards the forest industry and did not present a real alternative to the present system.

As the Table 3.7 indicates, there are a number of Options which seems to be favoured by this group regardless of differences in affiliation.

3.7.2 Matrix Summary

- In the area of Tenure, conversion to smaller area-based tenures was clearly favoured, 62.5 percent for Option D and 25 % for Option E.
- Option B and D under Forest Management both received support.
- In economics, Option D was preferred.

Table 3.7

	Option A	Option B	Option C	Option D	Option E	Combined Options	N = Total #
Land use Strategy	9.0%	9.0%	36.0%	-	-	45.0%	11
Tenure	-	-	-	62.5%	25.0%	12.5%	8
Forest management		33.0%	50.0%	-		17.0%	6
Timber harvesting	-	20.0%	80.0%	-	-	-	5
Community stability	-	100.0%	-	-	-	-	5
Public Involvement	-	17.0%	83.0%	-	-	-	6
Economics	-	12.5%	-	50.0%	-	37.5%	8
Post-secondary education	-	17.0%	33.0%	-	-	50.0%	6
Education of forest workers	-	100.0%	-	-	-		7

3.7.3 Combination of Options

Many respondents chose combinations of Options. These are presented in descending order as follows:

Land Use Strategy

Option B/C 36%
Option A/B/C 9%

Forest Management

Option B/C 17%

Post Secondary Education

Option B/C 50%

Tenure

Option C/D 12.5%

Economics

Option B/C 25%
Option B/D 12.5%

3.8 Native Organizations

3.8.1 Overview

Comments from Native Organizations echoed many of the concerns raised by Environmental Organizations. Both interest groups indicated a strong desire to have local control over resources to ensure community stability, and supported the concept that management of forest resources be sensitive to all forest values, and consequently, government should encourage true integrated resource management.

4.0 Comparison of Selected Options

4.1 Introduction

The following section compares the Options selected under each theme by each group. The percentages indicate the degree of support each Option received from the group in question. For reasons previously mentioned, trends associated with environmental and native groups are not included. It must be noted that in many of the comparisons, the interest groups are very small, so caution should be used in interpreting any of the results.

4.2 Land Use Strategy

- Option C (decentralized planning Option) was the most favoured Option by all groups.
- Current Status Option (Option A) was most favoured by Senior Government.
- The combination of centralized and decentralized planning (Option B/C) was mentioned numerous times.

Table 4.1
Option

	A	B	C	A/C	A/B	B/C	A/B/C	N (#)
R.P.F	08.5%	17.0%	61.0%	-	4.5%	04.5%	-	23
Forest Industry (large)	14.0%	07.0%	61.0%	-	-	36.0%	-	14
Forest Industry (small)	16.5%	-	50.5%	16.5%	-	16.5%	-	6
Environmental Organizations	-	-	-	-	-	-	-	-
Senior Government	20.0%	10.0%	70.0%	-	-	-	-	10
Local Government	17.0%	-	83.0%	-	-	-	-	6
Other Interest Groups	09.0%	09.0%	36.0%	-	-	36.0%	9.0%	11
Native Organizations	-	-	-	-	-	-	-	-

* For reasons previously mentioned, trends associated with each option selected by Environmental and Native Organizations are not included.

4.3 Tenure

• The most important trend is the desire on the part of most groups to move toward smaller, area-based tenure. The only notable exception to this trend are the large operators who seem divided regarding which form of tenure is best. Although not identified in the table, environmental and native groups also favour a move towards smaller, area-based tenure.

Table 4.2.

Option

	A	B	C	D	E	A/C	B/D	B/C	C/D	B/C/D	N (#)
R.P.F.	4.5%	4.5%	4.5%	61.0%	-	-	-	4.5	16.5%	4.5%	23
Forest Industry (large)	11.0%	22.0%	11.0%	22.0%	-	11.0%	-	-	-	22.0%	9
Forest Industry (small)	-	-	-	60.0%	40.0%	-	-	-	-	-	5
Environmental Organizations	-	-	-	-	-	-	-	-	-	-	-
Senior Government	-	-	-	37.5%	25.0%	-	12.5%	-	12.5%	12.5%	8
Local Government	-	20.0%	20.0%	60.0%	-	-	-	-	-	-	5
Other Interest Groups	-	-	-	62.5%	25.0%	-	-	12.5%	-	-	8
Native Organizations	-	-	-	-	-	-	-	-	-	-	-

* For reasons previously mentioned, trends associated with each option selected by Environmental and Native Organizations are not included.

4.4 Forest Management

• In terms of forest management, Option B (new Forest Act) and Option C (new ministry or 'crown' corporation) were favoured by most groups. Local Government, leaned toward the Current Status Option and a combination of Options A and B. Large operators favoured Option B (50%), while small operators did not (0%).

Table 4.3

Option

	A	B	C	A/C	B/C	A/B	N (#)
R.P.F.	9.5%	47.5%	43.0%	-	-	-	21
Forest Industry (large)	12.5%	50.0%	25.0%	12.5%	-	-	8
Forest Industry (small)	25.0%	-	50.0%	-	25.0%	-	4
Environmental Organizations	-	-	-	-	-	-	-
Senior Government	-	45.0%	33.0%	-	11.0%	11.0%	9
Local Government	40.0%	-	20.0%	-	40.0%	-	5
Other Interest Groups	-	33.0%	50.0%	-	17.0%	-	6
Native Organizations	-	-	-	-	-	-	-

* For reasons previously mentioned, trends associated with each option selected by Environmental and Native Organizations are not included.

4.5 Timber Harvesting

- Option C (increased sensitivity) received overwhelming support. However, many submissions expressed concern about the vagueness of the Option.

Table 4.4

Option

	A	B	C	N (#)
R.P.F.	-	-	100.0%	20
Forest Industry (large)	20.0%	10.0%	70.0%	10
Forest Industry (small)	-	25.0%	75.0%	4
Environmental Organizations	-	-	-	-
Senior Government	12.5%	-	87.5%	8
Local Government	20.0%	-	80.0%	5
Other Interest Groups	-	20.0%	80.0%	5
Native Organizations	-	-	-	-

* For reasons previously mentioned, trends associated with each option selected by Environmental and Native Organizations are not included.

4.6 Community Stability

- Option B (more community control) received support from most groups (from 66% to 100% support) than any other Option. Notable exception to this trend was the large operators who favoured the Current Status (75%).

Table 4.5

Option

	A	B	A/B	N (#)
R.P.F.	18.5%	68.5%	13.0%	16
Forest Industry (large)	75.0%	-	25.0%	9
Forest Industry (small)	-	100.0%	-	4
Environmental Organizations	-	-	-	-
Senior Government	14.0%	86.0%	-	7
Local Government	17.0%	66.0%	17.0%	6
Other Interest Groups	-	100.0%	-	5
Native Organizations	-	-	-	-

* For reasons previously mentioned, trends associated with each option selected by Environmental and Native Organizations are not included.

4.7 Public Involvement

- Option C was favoured by a majority of the groups. Option B received the most support from Senior Government and the large operator.

Table 4.6
Option

	A	B	C	B/C	A/B/C	N (#)
R.P.F.	-	21.0%	79.0%	-	10.0%	19
Forest Industry (large)	10.0%	20.0%	50.0%	10.0%		10
Forest Industry (small)	-	17.5%	65.0%	17.5%		6
Environmental Organizations	-	-	-	-		-
Senior Government	-	37.5%	50.0%	12.5%		8
Local Government	-	17.0%	83.0%	-		6
Other Interest Groups	-	17.0%	83.0%	-		6
Native Organizations	-	-	-	-		-

* For reasons previously mentioned, trends associated with each option selected by Environmental and Native Organizations are not included.

4.8 Economics

- The variety of responses found in the submissions illustrate the difficulty in identifying any clear trends. Option D (more value-added community tenures) was seen as a viable Option by small operators, Local Government, and Other Interest Groups. Many groups favoured a combination of Options, in particular Option B (competitive log market) with Option C (user fees) or Option D (Value-added Community Tenures). The large operator favoured the Current Status and the introduction of a user fee system (Option C).

Table 4.7
Option

	A	B	C	D	A/B	A/C	A/D	B/C	B/D	B/C/D	A/B/C	N (#)
R.P.F.	-	27.0%	-	26.5%		-	13.0%	13.0%	8.0%	13.0%		15
Forest Industry (large)	33.0%	-	33.0%	11.0%	11.0%	-	-	-	-	-	11.0%	9
Forest Industry (small)	-	-	-	60.0%	-	-	-	20.0%	20.0%	-		5
Environmental Organizations	-	-	-	-	-	-	-	-	-	-		-
Senior Government	-	50.0%	-	16.5%	-	-	-	16.5%	-	16.5%		6
Local Government	-	25.0%	-	50.0%	-	25.0%	-	-	-	-		4
Other Interest Groups	-	12.5%	-	50.0%	-	-	-	25.0%	12.5%	-		8
Native Organizations	-	-	-	-	-	-	-	-	-	-	-	-

* For reasons previously mentioned, trends associated with each option selected by Environmental and Native Organizations are not included.

4.9 Post Secondary Education

- Option C was endorsed by most groups or a combination of Option C and B. Senior Government was the only group which favoured Option B over Option C.

Table 4.8

Option

	A	B	C	A/B	B/C	N (#)
R.P.F.	-	31.0%	44.0%		25.0%	16
Forest Industry (large)	-	18.0%	63.0%	9.0%	9.0%	11
Forest Industry (small)	-	25.0%	75.0%	-	-	4
Environmental Organizations	-	-	-	-	-	-
Senior Government	-	67.0%	33.0%	-	-	6
Local Government	-	-	100.0%	-	-	2
Other Interest Groups	-	17.0%	33.0%	-	50.0%	6
Native Organizations	-	-	-	-	-	-

* For reasons previously mentioned, trends associated with each option selected by Environmental and Native Organizations are not included.

4.10 Education of Forest Workers

- Improving the training of forest workers (Option B) was overwhelmingly accepted. The need for certification of forest workers was more difficult to assess as many respondents favoured better and more training for workers but not necessarily under a certification program.

Table 4.9

Option

	A	B	N (#)
R.P.F.	-	100.0%	17
Forest Industry (large)	20.0%	80.0%	5
Forest Industry (small)	-	100.0%	4
Environmental Organizations	-	-	-
Senior Government	12.5%	87.5%	8
Local Government	25.0%	75.0%	4
Other Interest Groups	-	100.0%	7
Native Organizations	-	-	-

* For reasons previously mentioned, trends associated with each option selected by Environmental and Native Organizations are not included.